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CANADIAN

Welfare

September 15, 1952

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SCENE FROM 1952 RED FEATHER TRAILER
PRODUCED BY THE NATIONAL FILM BOARD

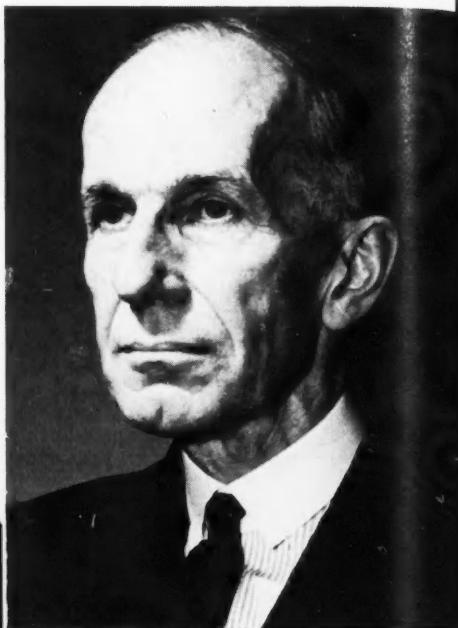
For our town, for our neighbours—give the united way.



**His Excellency,
the Right Honourable
Vincent Massey,
Governor General of Canada**



Photo by Karsh



Capital Press Service

**The Right Honourable
Louis St. Laurent,
Prime Minister of Canada.**

Messages from these and other Canadian leaders, asking Canadians to support their Red Feather services, are contained in this special Red Feather issue.

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CANADIAN



VOL. XXVIII
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SEPTEMBER 15
1952

Towards More and Better Social Planning

Community chests and community welfare councils are grateful for this annual opportunity to take over the major portion of CANADIAN WELFARE. A great many readers look forward to the special Red Feather issue because it brings into a single package front line thinking on planning and financing social welfare.

The rapid strides being made by public welfare make it more than ever important that voluntary agencies understand and clarify the public mind concerning the valid roles of each. A sound division of responsibility for functions and financing needs to be worked out. The theories of the past are not good enough under the hammer blows of inflation. Voluntary agencies are barely able to maintain their present levels of operation. Is this good enough? Are we directing the precious, limited supply of voluntary dollars where they will achieve the most good?

The answers to these questions will come out of the experiences and findings of community welfare councils across the country. More and better social planning is needed. Unfortunately, councils generally operate on inadequate budgets which are usually dependent on community chest expenditures. But councils serve both public and voluntary welfare — community planning is indivisible. And council budgets should be built up by public grants as well as community chest allocations, in order to permit proper staffing of research, social studies, public education, and promotional activities — the stock-in-trade of welfare planning.

The relationship of good planning to successful Red Feather campaigns is obvious. The hopes of the welfare planners are contingent upon sufficient funds being made available to finance those essential voluntary services which complement the public services. It is certain that Canadians from coast to coast will greet Red Feather volunteers with generous contributions this October.

This issue of the magazine features a pair of articles on the problems of multiplicity of appeals, another pair on labour participation in welfare, and two more on public relations. These articles discuss some of the current concerns and issues of voluntary financing and planning. The role of a community welfare council in developing services to immigrants is also discussed. Your attention is directed to the messages of the Prime Minister, the Governor General, and labour leaders concerning the October Red Feather drives. Of additional interest are the campaign dates and goals of the various cities and last year's results.

Chairman Community Chests and Councils Division STUART PHILPOTT

GOVERNMENT HOUSE.
OTTAWA.

No one could question the importance of the Red Feather Services in Canada. They are essential to the life of every one of fifty-odd communities where they operate. But we must remember that these Services depend on voluntary workers. They need over 100,000 citizens who are prepared to give time, energy and experience and their leadership in the service of over eight hundred charitable agencies in our country. Without their aid the Red Feather Services could not survive.

I am happy to support the appeal of Canada's Community Chests for volunteers. Their effort in this cause is vital to the public welfare.

Vincent Massey

June 3, 1952.



Once more I am glad to have this opportunity of commanding to the Canadian people the Red Feather campaigns of the Community Chests and Welfare Federations to be held in fifty-two Canadian cities this fall.

The Red Feather campaigns give each of us an opportunity to express again that spirit of humanity and brotherhood which has been so important in the building of our nation. While an increasing number of welfare services are provided by the different governments, there will always remain particular needs which can only be met by the voluntary and private organizations.

To perform their humanitarian work these voluntary welfare agencies require our continued interest and financial support. I therefore deem it a privilege to urge my fellow Canadians to give generously so that the Red Feather services may be maintained.

Prime Minister.

Ottawa,
1952.

Staff Changes at Council House



Capital Press Service

CLIFFORD ANDREW PATRICK has been appointed secretary of the Public Welfare Division of the Canadian Welfare Council, and started work with us on September 1. He represented the Council at the meeting of the American Public Welfare Association in Victoria, September 2 to 4, and visited public welfare officials on his way back from the coast to Ottawa.

Mr. Patrick is a graduate of the Toronto School of Social Work and of the University of Chicago School of Social Service Administration, and had his early experience in children's aid and juvenile court work.

In the early part of World War II he worked as YMCA War Services Officer at the RCAF Manning Depot in Brandon, Manitoba. In October 1942 he joined the army as a personnel selection officer, and served in England, France and Belgium. He was recalled from Europe early in 1945 to establish the District Social Service Office at Military Headquarters, Winnipeg. In August 1946 he was appointed director of the Department of Veterans' Affairs, Social Service Division, which he had helped to establish, and it is from this position that he came to join our staff.

Dr. Elizabeth Govan, formerly secretary of the Public Welfare Division, is on leave of absence from the Council's staff for a year, organizing a training program for social welfare personnel in Iraq under the Technical Assistance Administration of the United Nations. Besides carrying the duties of secretary of the Division, Dr. Govan had also been in charge of a number of important Council studies and special projects, and when she returns from her leave it is expected that she will resume this responsibility.

In the early part of September Dr. Govan flew to Baghdad via New York, Geneva, Beirut and Alexandria.

WHAT THE COUNCIL IS DOING . . .

Thirty-Second Annual Meeting



Photo Moderne, Quebec

Monsieur J.-M. Guérard (right), new President of the Canadian Welfare Council, conversing with His Excellency Archbishop Maurice Roy of Quebec, at the Council's Annual Meeting dinner.

The Council's 32nd Annual Meeting was held in Quebec City at the Chateau Frontenac on Saturday, June 14 immediately preceding the Canadian Conference on Social Work, which began on Sunday. The meeting was well attended, being made especially significant by the large number of French-speaking members who were present.

The agenda was very simple:

Saturday morning was taken up with Division meetings, the regular business session was held just before lunch, the afternoon was given over to a "hearing" by the Council's Committee on Function and Organization, and the featured speaker of the day was His Excellency Maurice Roy, Archbishop of Quebec, who spoke at dinner.

Archbishop Roy pointed out that

the community counted on welfare workers as people who, studying the problems of men and women, were searching for ways and means to bring happiness into their lives. He referred to the traditional role of the church in social welfare and outlined how it shares that responsibility with various other groups and the community at large. He welcomed the development of a new, scientific approach to welfare and the contribution of medicine, sociology, statistics, and the other social sciences. He said that often the co-operation of the State is necessary to social progress.

His Excellency warned against certain dangers, such as the anonymous aspect of some types of mass program. One must guard equally, he said, against certain techniques which ignore the spiritual nature of man. Welfare, he said, must be based on a true concept of the dignity of the human person.

The highlight of the business meeting was the election of J.-M. Guérard of Quebec City as the new President. Although many of the French-speaking members of the Council have long been active on the Board, and as officers, this is the first time that one of them has been President.

In beginning his annual report, R. E. G. Davis, executive director, said that the election of M. Guérard was evidence of the true Canadian spirit which is emerging in the Council. He emphasized that the ties that bind French and English members are more impor-

tant than any differences that might exist between them. • • •

United though the two language groups are in most Council projects, the holding of the annual meeting in Quebec City presented the French-speaking members with a unique opportunity to get together as a group, and on Friday, June 13, they took advantage of the occasion and under the chairmanship of M. Guérard listened to reports from the various Divisions and from Mlle Marie Hamel of the Council staff. • • •

As mentioned before, the afternoon was given over to a meeting of the Committee on Function and Organization at which the committee listened to comments from Council members about the Council's policies and program. W. M. Anderson, chairman of the committee, was present and with Professor Charles E. Hendry, Director of the University of Toronto School of Social Work, conducted the "hearing". The audience of 200 broke up into sections and discussed allotted questions regarding the Council and then reported back to the general group.

Besides this "grass roots" technique, four previously chosen members gave semi-formal reports on what they and their co-workers felt were major changes that might make the Council an even more effective organization. Hugh Allan, executive director of the Community Chest and Council of Greater Vancouver; Miss Francoise Marchand, executive director of the Bureau d'Assistance Sociale aux

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Familles of Montreal; Dr. H. L. Pottle, Minister of Public Welfare, Newfoundland, and Mrs. H. C. Riesberry, executive director of the Children's Aid Society of Western Manitoba, Brandon, were the four key-noters.

It is difficult to say whether a consensus emerged from the meeting, as even Professor Hendry's skillful summation totaled fifteen separate points. There seemed to be no doubt that generally speaking the Council's functions are the right ones; difference of opinion arose, however, about the stress that should be laid on each. There was a freely expressed desire for more of everything that the Council now provides. The need for more membership responsibility was strongly emphasized. • • •

As the various Division meetings saw not only spirited discussions, but also the tabling of numerous lengthy reports, it is not possible here to do more than summarize each meeting under its own heading:

Public Welfare Division

The action taken by this Division that will probably be of most interest to the rest of the Council was the approval of the report on "Public Assistance and the Unemployed." This report was prepared in the Division, with a great deal of consultation all across the country, and has now been passed to the Council Board of Governors for approval.

Considerable attention was given by the Division to medical services

for indigents. Short addresses on this topic were given by speakers from six provinces.

The Division received interim reports from the Committee on Unemployment Insurance and Needs of the Aged, and from the Joint Committee (with the Child Welfare Division) on Residence Requirements Affecting Unmarried Mothers.

Mr. White was re-elected Division chairman for another year.

Community Chests and Councils Division

The Division received reports from the Public Relations Committee, the Councils Section, the Company Contributions Committee, the Labour Participation Committee, and the Sales Tax Committee.

A statement on the multiple appeals question was prepared for press use at the meeting and was later widely used and commented on by the Canadian newspapers.

Stuart Philpott, Toronto, was elected chairman of the Division for the coming year, on the retirement of Carl Reinke, Montreal.

Child Welfare Division

The Division received reports from the Adoption Committee, the Protection Committee, the Committee on Child Welfare Statistics, and the Joint Committee on Residence Requirements Affecting Unmarried Mothers. The residence report, previously having been adopted by the Public Welfare Division, was adopted by the Child

Welfare Division and a committee of that Division will be set up to discuss and forward implementation.

Mrs. J. M. Rudel, Montreal, was re-elected chairman of the Division for another year.

Family Welfare Division

The Division received the report of the Committee on the Role of the Board of Directors in the Social Agency of Today.

One novel feature of the Division meeting was a panel discussion on the needs of Division members and the services that could be rendered by the Council staff. The participants in this discussion were: Miss Marjoria Moore, Winnipeg; Deryck Thomson, London; Miss Elinor G. Barnstead, Montreal; Miss Violet Munns, Toronto; Louis Beaupré, Hull; Sister M. Crescentia, Sydney; and Phyllis Burns, Division Secretary.

As Mr. Samuel Cohen, Toronto, was unable to continue as chairman of the Division, his resignation was accepted with much regret. Madame Jeanne Langlois, Montreal, was elected to succeed Mr. Cohen.

Delinquency and Crime Division

The Division decided to set up a committee to study the Bill to revise the Criminal Code that has been given first reading in the House of Commons. The committee will, if it so desires, make representation to the Government regarding certain changes that the Division feels should be incorporated in the new Bill.

Reverend D. Bruce Macdonald, Ottawa, was elected Division chairman on the retirement of Norman Borins, Toronto.

Recreation Division

This meeting was looked forward to with interest by a substantial number of Council members as the Division has been without a secretary for over a year and some doubt has been expressed about its future. Professor Charles E. Hendry, chairman of the Division, chaired the meeting, which was attended by approximately 15 persons.

R. E. G. Davis, executive director of the Council, said that there were many problems with regard to the Division which made the job difficult and perhaps unattractive to possible staff. He said that a number of the big recreation organizations gave help themselves to their local agencies, and that there was for this reason not always a feeling of need for the services of the Division. There is also, Mr. Davis said, great diversity of approach among organizations in recreation, for example physical education, group work, arts and crafts, adult education, etc. He said further that the constituency for the Division is not solid nor unified and that future development is difficult to chart.

There appeared to be general agreement in the meeting that the work of the Council in recreation should be limited more narrowly than had previously been the case, but that it should include training and consultation and be available to both private and public

agencies. It was pointed out that there is a growing interest in "person-centred" recreation on the part of many recreation groups and leadership in this aspect of recreation might be given by the Division.

Mr. Hendry, having resigned, a Nominations Committee was set up, consisting of Carl Birchard, Ottawa; Mrs. K. McKenzie, Vancouver; Miss Rae Abernethy, Quebec City; Mrs. Cameron Parker, Puslinch, Ontario; and Professor Hendry.

• • •

On Sunday, June 15, the 1952-53 Board of Governors held its first meeting. M. J.-M. Guérard, the new President, was in the chair. The Board considered the budget for the coming year and also appointed the chairman of the various Council standing committees. Mr. Davis presented a memorandum prepared by the staff on the possible activities the Council might pursue in the problem of welfare services for immigrants. It was the conclusion of the staff, Mr. Davis said, that the Council, in view of its general welfare interest, could not ignore this need, but the best use of its energies had still to be defined. He asked the Board to appoint a committee to work with the staff on this matter. In answer to this request, a committee was created, under the chairmanship of Lawrence Freiman, Ottawa, with a nucleus of members in that city.

The Board changed the name of the Committee on Health Insurance to Committee to Study the Provision and Financing of Health Services.

Mr. Davis reported that the Building Committee was still looking for a site for a new building. He reiterated the urgent necessity for new premises, not only because of lack of space in the present quarters, but because of their general inadequacy. It was estimated, he said, that a new building would cost between \$100,000 and \$125,000 and he said that the Finance Committee considered the funds should be raised outside the operating budget or the reserve fund.

J. S. White, chairman of the Public Welfare Division, reported to the Board that the final draft of the report on "Public Assistance and the Unemployed" had been approved by his Division. He now referred it to the Board for approval as the Division felt that it should be presented to the Federal Government as a Council report. He said it was considered that the preferable time to present it to the Government would be in the autumn or early winter.

Mr. White emphasized that the report was the result of wide study and consultation and naturally there had had to be compromises. It was hoped now, however, that a common ground had been reached which could be accepted by all, even if every detail was not agreed upon. The report is being circulated to members of the Board of Governors for study and their comments will be studied by a committee which will report to the next Board meeting. This will be in Montreal on September 26.

The Red Feather Public Relations Team

By L. D. HEADLEY

*Chairman, Public Relations Committee
Community Chests and Councils Division, C.W.C.*

I HAVE learned a lot about the Red Feather in the three years that I have actively associated myself with this work, but there is a great deal more I want to learn about this soul-satisfying activity. It may come as a shock to highly trained social workers when I say that, prior to three years ago, I had not bothered to acquaint myself with the difference between a Community Chest and a Council, nor of the real significance of the Red Feather: all these terms were synonymous in my mind. Ignorance, you say! Then probably 95 per cent of Canadians are ignorant—on this subject, at least.

Strange that such a lack of basic knowledge exists about three of the best known terms in our day-by-day conversation, reading, and hearing. Why is it? How did it come about? In my opinion, it is because we know the facts so well ourselves that we assume everyone else knows them and because the very weighting of our publicity on the names themselves tends to make them just that—names, without dynamic meaning and impact.

For practical purposes, general publicity and public relations must sometimes team together under one

directive head—but it is dangerous to our high aims if we ourselves confuse the two separate functions.

Under the rather ponderous title of Public Relations Committee, Community Chests and Councils Division, Canadian Welfare Council come the following committees—each with a highly important, and sometimes onerous job to do!

Walter Reeves of Toronto heads up the National Magazines and Periodicals committee, which provides the wealth of campaign material used by these media. Ernie Gator, of Windsor, heads up the Display Committee, which provides the outstanding display material available to Canadian Chests. Les MacFarlane, of Ottawa, heads up the Film Committee which takes responsibility for the production of the Red Feather campaign film for local theatre use. Horace Stovin, of Toronto, heads up the Radio Committee, which provides the scripts for local station use, arranges the Red Feather announcements on commercially sponsored national radio programs and the two coast to coast sustaining programs per day which carry the Red Feather message during the month of October, arranges for the broadcast

in Canada of suitable American Red Feather programs, and which, for the first time this year, will produce Canada's first National Red Feather radio program. Thus we have a team of teams, because each of the committees named has many public spirited members who each perform yeoman service to the Red Feather movement.

With so many doing so much to provide essential Red Feather publicity, it will be seen how easy it is to tend to overlook the purely Public Relations aspects of our work—a tendency I believe we are beginning to overcome. It would be impossible in this brief message to describe the many ways in which we are trying to accomplish our public relations purpose; suffice it to say that we attempt to "think p.r." when considering publicity.

In our future activities we shall try to create an aura of knighthood when mentioning the Red Feather; to stimulate community pride when mentioning Community Chests; to associate community responsibility with Welfare Councils, and, in a variety of ways, to "let the public in on" the whole idea.

To do a complete job it is essential that we all—at local levels and at the national level—devise ways and means to keep the public familiar with these things all year 'round, not merely at or before campaign periods. A start has been made at the national level which is designed for use at the local levels. I refer to the JOHN FISHER transcribed five-minute programs

which should be available to Chests by the time this reaches print—or very soon thereafter. Well known for his public spirit, particularly where things Canadian are concerned, John unhesitatingly agreed to our suggestion that he write, narrate and transcribe these programs. He has already written the scripts, which are in the editing stage as this is written, and they carry a great emotional impact. It is recommended that every community chest in Canada request its local radio stations to schedule these programs on a regular basis—one per month throughout the year. Thus, the number of broadcasts per month will be limited only by the number of radio stations in any given area. We feel that they are the type of program which radio stations will be proud to include in their broadcasting schedule, on a public service basis.

The Documentary Program which the radio committee is now preparing, and which will be broadcast coast to coast at or around the opening of the October campaigns, will have as its specific purpose that of acquainting our neighbours with what their own community chests mean to them, and their neighbours.

In a fund-raising sense, public resistance is lowered and public support encouraged in direct ratio to the effectiveness of the public relations campaign at the national level, and the day-by-day public relations activities of those associated with chests and councils at the local level.

Behind the Red Feather Symbol

By JOHN I. McVITTIE
Halifax Community Chest

THIS is the season when Red Feathers bloom from Victoria to Halifax. They are almost exclusively urban in habitat, a fact that shapes the life cycle of these perennials, conditions their growth, determines their future. A good farmer learns to identify weeds and to guard against unwanted insects; he also appreciates the values of modern agricultural chemicals for preventing blight and stimulating growth. Can we do less as we work for this year's harvest of Red Feathers?

There is one curious thing about these Red Feathers. They seem to thrive in great clouds of dust, usually in the vicinity of printing presses, microphones and public platforms. Too often, it must be admitted, the dust conceals the true beauty of the Red Feathers. Let's take a look behind these clouds of dust and try to distinguish reality from illusion.

Cloud of Dust No. 1

The Red Feather is your community's symbol of the united fund-raising plan for voluntary health and welfare services.

True or false? Why, true, of course! In fact, you've been telling everyone—in September and October, at least—all about the advantages of the combined campaign. But how many of your

fellow-citizens really understand what you are saying? How many still toss an out-of-the-pocket dollar to your campaign workers, just as they do for every other appeal? Have you raised so much dust in your immediate circle that those outside your caravan can't see through the whirling sand.

Just what do you mean by "the united fund-raising plan"? Is it what your community really wants, or is it something you've heard to be successful elsewhere? Let us not forget that the essence of the Red Feather plan is the voluntary spirit, that your Red Feather federation or chest is a voluntary association of agencies and contributors dedicated to community service.

And that high-sounding phrase, "voluntary health and welfare services". In other words, Red Feather services function outside the existing limits of governmental programs. But have you explained to your fellow-townersmen the advantage or the necessity of providing these services under "private" direction? Have the Board members of your federation and your affiliates thought through the implications of their semi-public, semi-private responsibilities? Here's another chance for you to strengthen your federation by advocating citizen participation and interest, and by making these

possible. Democracy needs our full understanding, our full support in these times of world ferment, and the Red Feather can be a practical demonstration of democracy in action.

Cloud of Dust No. 2

The Red Feather is the sign-post guiding the voluntary subscriber to top value for every contributed dollar.

What is the difference between a voluntary subscriber and one who isn't? An over-enthusiastic canvasser with his eye on the team quota can stir up a strong undercurrent of opposition when he fails to consider ability to contribute—and the effect may carry over to future campaigns. Too much persuasive attention can leave a "big name" with the feeling that he is a convenient one-package substitute for a more exhausting (but possibly more productive) canvass among rank-and-file groups. Good salesmanship and persuasion have their legitimate place in the Red Feather plan—but they must never be allowed to overshadow the voluntary basis of Red Feather giving and sharing.

Top value, you say—and does your prospective donor have a chance to know for himself? Why, to be sure, you hold a public annual meeting and publish your annual audited statement. As for the inner workings of your federation's budgeting process, they're beyond the understanding of the average subscriber. Who told you that? If your fellow-citizens are really part-

ners in your federation, then you have a responsibility to account for your stewardship in every possible way, on every possible occasion. Could your federation follow the example of those cities where budget hearings on agency finances and programs are held in public or opened to the press? Investment dealers are explaining the mysteries of stocks and bonds to eager audiences; business corporations are "humanizing" their financial reports. Can Red Feather, a community enterprise, do less?

For every contributed dollar? Your operating statement may look quite different if you translate the dollars into terms of health, happiness, and full living. For Red Feather funds are not an end in themselves—our objective is not just dollars, but good lives for people.

Cloud of Dust No. 3

The Red Feather is the banner of the qualified specialists who bring guidance and comfort and healing to young and old in every neighbourhood of your community.

A beautiful picture, indeed, with a full complement of angels of mercy and kindly humans engaged in good works. How many of them are automatically associated with Red Feather by your fellow-citizens? Do you tell the story of agency activities only at campaign time? Do your affiliates help to advance the cause of the Red Feather federation and stimulate public understanding and support through twelve months of the year?

In public relations, there is ample

opportunity for Red Feather agencies to co-operate with your federation and with one another. One method of ensuring prompt and continuous contact and a recognized channel for inquiries and materials is to arrange for the appointment of a Red Feather liaison officer by each partner-agency from its own board or staff. The plan or procedure you choose, however, must be devised in full light of the common objective—the best possible community services and adequate funds to sustain those services.

In every neighbourhood? What is the "health and welfare deficit" in your community? In other words, do you know about the gaps between existing programs, the next-in-line priorities that your affiliates hope to realize when more funds are available? Tell your fellow-townsmen about the "deficit", about Red Feather hopes as well as Red Feather achievements. Only through frank appraisal of community needs and existing services can planning make its full contribution to development of a better community.

WHAT A DIFFERENCE A WORD MAKES!

DISCUSSING public assistance in the course of an address at the Couchiching Conference in August, the Council's Executive Director, Mr. Davis, stated that such programs should be open to everyone, employable and unemployable alike, on the basis of need and regardless of *cause*.

When the report appeared in the paper the next day, "regardless of *cause*" had been changed to "regardless of cost"—a slip which, however understandable, may help to confirm the suspicion in the minds of some people that social workers are financially irresponsible!

HARRY M. CASSIDY MEMORIAL RESEARCH FUND

Most readers of *Canadian Welfare* have received literature describing the Harry M. Cassidy Memorial Research Fund. This is just a reminder that the major effort in raising money is being made in the month of September, and a suggestion that you send in your contribution now, if you have not already done so.

Although the fund is to be used for work at the University of Toronto School of Social Work, of which Dr. Cassidy was director, friends from all parts of Canada are helping to build it up, and the research projects undertaken with its aid will be national in their scope. This will be a fitting memorial to the man who had as one of his most ardent interests the promotion of social welfare research in Canada.

Please address contributions to The Harry M. Cassidy Memorial Research Fund, University of Toronto, Toronto 5.

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WANTED

Visiting Teacher
for Visiting Teacher Department of ten, as part of the Child Guidance Clinic within the Winnipeg Public Schools. Other departments include Psychiatry, Psychology, and Speech and Hearing therapy. Responsibilities include general school social work and clinical social work under qualified supervision. Professional training in teaching and social work required. Salary according to qualifications and experience.

Apply to:

DR. J. L. ASSELSTINE

Director

Child Guidance Clinic

Bannatyne Avenue and Ellen
Street, Winnipeg, Manitoba



DOMINION JOINT LEGISLATIVE COMMITTEE RAILWAY TRANSPORTATION BROTHERHOODS

Brotherhood of Locomotive Engineers

Brotherhood of Locomotive Firemen
and Enginemen

Order of Railway Conductors

Brotherhood of Railroad Trainmen
The Order of Railroad Telegraphers
Brotherhood of Maintenance of Way
Employees

OFFICE OF THE CHAIRMAN

The Dominion Joint Legislative Committee of the Railway Transportation Brotherhoods, takes pleasure in again endorsing the community chest method of raising necessary funds for the health, recreation and social welfare services of communities through the Red Feather campaign. We believe this method eliminates wasteful competition, reduces the cost of campaigns and provides for the most effective use of funds through co-operative planning.

Red Feather services are provided throughout the year and include services for children, family welfare services, recreation and youth services, health services as well as services for the handicapped.

This Committee therefore does not hesitate to recommend that the fullest support be given to this year's Red Feather campaign and that those who are in position to do so, contribute generously to their local community chests.

June, 1952.

J. L. D. IVES,
Chairman.

COMMUNITY CHEST CAMPAIGNS FOR 1953

CITY	Number of Member Services	Campaign Objective	Campaign Dates
Belleville.....	4	\$ 25,000	November
Brandon.....	7	\$ 40,000	October 6 to 20
Brantford.....	10	\$ 125,000	October 1 to 21
Chatham.....	11	\$ 60,000	October
Cornwall.....	6	\$ 24,500	October 13 to 31
Deep River.....	6		
Drumheller.....	8		
Edmonton.....	30	\$ 235,000	October 1 to 18
Espanola.....	11	\$ 9,000	October 13 to 20
Fort William.....	9	\$ 40,000	
Galt.....	8	\$ 39,000	October 7 to 31
Granby.....	4		
Guelph.....	11	\$ 50,800	October
Halifax.....	18	\$ 155,000	Sept. 10—Oct. 15
Hamilton.....	29	\$ 425,000	October 15 to 31
Hull.....	10		
Kelowna.....	14	\$ 20,000	October 1 to 13
Kingston.....	12	\$ 66,000	Sept. 29—Oct. 11
Lachine.....	4		
Lindsay.....	9	\$ 12,500	Oct. 15 (One Day)
London.....	11	\$ 250,000	October 1 to 28
Lethbridge.....	18	\$ 58,500	October
Montreal:			
Welfare Federation.....	29	\$ 1,450,000	Sept. 29 to Oct. 9
Federation Catholic Charities.....	24	\$ 563,000	October 13 to 29
Federation Jewish Community Services.....	7	\$ 450,000	Oct. 30—Nov. 13
Moose Jaw.....	10	\$ 38,000	October 1 to 11
Niagara Falls.....	9	\$ 65,000	October 6 to 25
New Westminster.....	7	\$ 65,000	October 9
Norfolk County (Simcoe).....	6	\$ 26,000	Oct. 13—Nov. 1
Oshawa.....	16	\$ 115,000	Oct. 22—Nov. 1
Ottawa.....	23	\$ 389,500	October 1 to 31
Port Arthur.....	12	\$ 42,000	Sept. 22—Oct. 18
Preston.....	8		
Regina.....	19	\$ 105,300	Sept. 29—Oct. 31
Saint John.....	7	\$ 90,000	October
St. Thomas-Elgin.....	6		
Sarnia.....	8	\$ 61,000	Sept. 29—Oct. 11
Saskatoon.....	15	\$ 78,000	October 1 to 30
Sault Ste. Marie.....	8	\$ 35,000	Sept. 29—Oct. 11
Sherbrooke:			
Campagnes des Oeuvres de charité (RC).....	10		
Sherbrooke-Lennoxville.....	6	\$ 25,000	October 16 to 26
Stratford.....	7		
Sudbury.....	14	\$ 120,000	October 6 to 31
Toronto.....	66	\$ 3,125,000	Oct. 13—Nov. 8
Trail.....	25	\$ 65,000	October 9
Vancouver.....	43	\$ 1,260,000	Sept. 29—Oct. 25
Victoria.....	16	\$ 195,000	Sept. 22—Oct. 4
Whitby.....	8		
Winnipeg.....	29	\$ 767,000	Sept. 29—Oct. 11

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LABOUR PARTICIPATION

Organized Labour and Welfare Organizations

By E. G. JONES

IT IS not so long ago that the writer felt impelled to write several articles in a national labour publication in which he was critical of the fact that organized labour had little, if any, representation on the governing bodies of welfare organizations.

Despite the fact that a considerable sum of money is derived from the workers, a request by the writer for a financial statement from the major fund-raising bodies in Montreal met with a refusal by some and no reply by others. It must be said in fairness to the agencies within the four Federations here that they were glad to supply the information asked for, as were a number of the local hospitals.

The writer offers no apology for his views—he still holds them, and believes that any major body of citizens, such as organized labour congresses or councils, should have representation on bodies whose appeals they are asked to endorse and donate to.

This for two reasons, one of which has just been partly stated,

and the other that he believes labour can contribute a good deal to the work of welfare organizations.

Can Labour Contribute?

Organized labour, if taken into partnership, can contribute not only to the success of fund-raising campaigns but to the planning of policies. After all, welfare bodies are concerned with workers who have fallen upon unfortunate days. Labour therefore has a special interest in alleviating their distress. In many centres in the U.S.A. there are full time labour representatives working on the staffs of welfare bodies.

Labour in Montreal

Let me illustrate what labour is doing in Montreal. Since the Montreal Labour Council (C.C.L.) and the Montreal Trades and Labour Council (A.F. of L.) have had representatives on the Board of Directors of the Montreal Welfare Federation, a number of things have happened. First of all these representatives are taking an equal share

The author of this article is Special Representative in Montreal for the Canadian Brotherhood of Railway Employees. He has been on the staff of this organization for six years, and before that, from 1923, had been working for the C.N.R. He is president of Division No. 39, a position he has held for so long that he has lost count, and he is also president of the local branch of the Canadian Legion.

in the planning and policy-making of the Federation. Secondly and the more important a Labour Participation Committee has been formed whose primary purpose is to assist the Federation in its work. This will be done mainly by making the activities of the Federation known to the organizations affiliated to the labour councils. The Committee is also planning to take an ever more active part in the fund-raising campaign. More recently it has planned for a number of news releases for use by local and other labour publications.

This Committee meets monthly at one of the agencies coming within the Federation. In this way its members are getting an insight into the work of the thirty bodies which share in the funds raised annually. Labour needs to know more of what goes on in the welfare field and these visits provide a practical way of providing that information.

Problem of Multiple Appeals

Labour is greatly alarmed over the number of appeals being made to the citizens of this metropolis and see in them a possible reason why a number of organizations are failing to reach their campaign objectives.

Last year the Montreal Council of Social Agencies arranged a meeting where most of the fund-raising organizations were represented. They met to study this question of appeals and as a result of this meeting a small committee was formed representing the Better Business Bureau, the Board of Trade, the

City Improvement League, and Labour. After a great deal of research had been done and a number of meetings held, this Committee recommended the formation of a Multiple Appeals Board whose duties would be to examine and pass upon the worthiness of all appeals being made to the public. In brief, it would grant or deny its stamp of approval to all public fund-raising appeals.

Whilst a good deal of grumbling is going on about multiple appeals it is strange to record that there is anything but unanimity over the Committee's recommendation. However hope has not been abandoned and further meetings are planned.

This writing is more of a report than the usual orthodox article. It is indeed a report, a report of one, who, having got an insight into the great work which one welfare federation is doing, records the activities of a year of membership on its Board of Directors.

A Definite Policy

As chairman of the Welfare and Social Services Committee of the Montreal Labour Council the writer has been successful in having the Council adopt a very definite policy toward those making fund-raising appeals. Organizations not coming within one or the other of the four welfare federations in this city are denied any financial assistance from the Council and are advised to affiliate with their appropriate federation.

Next, financial aid will not be given to any of the federations

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Labour Wants to Help

To officers of welfare organizations who may read this report and who have not yet recognized the part which labour can play in their work, I would suggest an immediate reconsideration of their position. Labour is anxious to secure representation so that it can play its part in aiding our less fortunate citizens. I am certain that labour will accept its full responsibilities if given an opportunity to do so.

It is erroneously assumed that organized labour's only role is to secure from industry all that it can.

Labour's role is certainly to protect and further the economic interests of its members, but it is also interested in the education of its children, in housing problems, recreational facilities, libraries and the thousand and one things which not only effect union members but the lives of Canadians generally. Labour is especially concerned about those who, having given the best of their lives to industry, are now unable to maintain themselves, those who have become ill because of poor working conditions, those whose children have become a problem to them, those who have run foul of the law but who can be restored to a useful life in society.

Labour is on the march, it is organizing rapidly, it has overcome its growing pains and is emerging from an era of isolation and wants to be up and doing. Its efforts and energy can be used effectively in the welfare field.

Some New Pamphlets

Approved School Boys, by John Gittins. HMSO, London, 1952. Order from United Kingdom Information Office, 275 Albert Street, Ottawa. 126 pp. Price \$1.00.

Children with Impaired Hearing. U.S. Govt. Printing Office, Washington, 1952. 22 pp. Price 15 cents.

Education in Canadian Institutions, a study of adult education in sanatoria, DVA hospitals and provincial reformatories in Canada, by Murray G. Ross. Canadian Association for Adult Education, 1952. 43 pp. Price 25 cents.

Emotional Problems Associated with Handicapping Conditions in Children. U.S. Govt. Printing Office, Washington. 19 pp. Price 20 cents.

A Guide to Nursery Education for Nursery Assistants, by Margaret Fletcher et al. University of Toronto Press, Toronto, 1952. 28 pp. Price 60 cents.

Children Deprived of a Normal Home Life. A United Nations Publication, 1952. Ryerson Press, Toronto. 38 pp. Price 25 cents.

A Labour Participation Program

By WILLIAM H. DEWAR
Executive Director, Community Chest of Greater Toronto

As one of the largest industrial communities in Canada, the Greater Toronto area has been greatly affected by the recent industrial growth of the country.

Leaders of the Community Chest and Welfare Council of Greater Toronto were frankly concerned to find a method by which members of the labour movement could play a more vital part in Chest and Council activities. It is true that since the organization of the present more inclusive Community Chest in 1944 there have been on the Board of Directors of the Chest, and the Board of Directors of the Council, either the President of the Toronto District Trades and Labour Council, A.F. of L., and the President of the Toronto and Lakeshore Labour Council (CCL-CIO), or other high-ranking officers of the respective labour movements. This provision was in recognition of the fact that the Chest and Council, being the people's way of organizing to finance, budget and plan for the provision of health and welfare services for an entire community, should be represented by members of such an important segment of the population as labour.

It was therefore felt that some broader method of participation by working people was desirable than could be provided by busy top

labour executives at the Board level. There was even some feeling that the old method provided only token representation in the Chest. On the other hand, Chest and Council leaders were sincerely anxious to have more active participation of working people at all levels where important decisions were being made about financing, budgets and social planning.

How It Began

The experience of Community Chests and Councils of America and many United States cities, with the development of their Labour Participation Departments, seemed to provide the lead for Toronto: every major Chest in the United States has organized Labour Participation Departments and employs staff nominated by local labour councils.

After discussion with Toronto labour leaders, it was agreed that an A.F. of L. and a CIO staff man from Community Chests and Councils of America visit Toronto to discuss the United States experience with labour leaders and Chest and Council officers. Following these meetings the Board of the Council and of the Chest took official action approving the development of a Labour Participation Program, which was later approved by both Toronto labour groups.

During these discussions there was frank questioning on the part of many as to why it was necessary to employ staff personnel from the labour movement. The answer is that though the community chests and welfare councils are volunteer movements, certain regularly employed staff is essential to carry out lay policy decisions.

How It Works

The Labour Participation Project will be the responsibility of a Labour Participation Committee consisting of 16 members and a chairman. Eight members will be representatives of organized labour chosen by the Toronto District Trades and Labour Council, A.F. of L., and the Toronto and Lakeshore Labour Council (CCL-CIO), and eight others interested in health and welfare activities will be chosen by the Community Chest and the Welfare Council.

The function of the Labour Participation Committee is to act as a coordinating body, bringing together labour and social work personnel. Plans regarding the Labour Participation Program can be discussed and recommendations passed, to be forwarded to the Community Chest and Welfare Council on the one hand, and the Labour Councils on the other. However, decisions on action must be made by the Board of Directors of the Community Chest and the Executive Boards of the Labour Councils. Basic policies regarding

the Labour Participation Program shall be jointly arrived at by the Community Chest and the Labour Councils. The Committee will hear reports from the Labour staff representatives on their work in relation to the Labour Participation Program.

The two labour staff men will work at carrying out programs approved by this Committee and committees on welfare services appointed and operating through their own Labour Councils.

The A.F. of L. nominated and the Chest approved the appointment of W. D. Kearns, Vice-President of the Toronto District Trades and Labour Council who was already familiar with Community Chest work, having been a member of the Board of Directors of the Chest for two years and a member of the central Budget Committee for one year prior to his appointment as a staff member. The Toronto and Lakeshore Labour Council nominated as their representative Moses McKay, for a number of years President of the United Automobile Workers Union, Local 429, well known in labour circles for his leadership and interest in welfare matters.

What Labour Staff Members Do

In the United States the A.F. of L. and the CIO both have well defined social welfare programs which are carried out locally through Community Chests. While these programs differ somewhat in

philosophy, method and procedure, many of the duties of labour staff members are the same. Among the more important are the following:

To bring trade union members and other workers into participation in the planning, operation and support of community health and welfare services;

to develop plans for the selection of potential board and committee members and arrange preliminary training and subsequent follow-up of such members;

to be resource persons for all committees on matters affecting labour participation of their respective labour groups;

to report special labour problems to Chest and Council committees, suggesting possible solutions;

to carry out policies and plans decided upon by both Chest and Welfare Council committees;

to become acquainted with the work of all health and welfare services in the community, both public and private, financed or not financed by the Community Chest, in order to interpret to labour members the services that are available;

to attend and speak at union meetings, making known the work of the Chest and Council and health and welfare agencies, and to speak at agency meetings to give information on needs of labour members in relation to the services of the agencies concerned;

to work with the Public Relations Department of the Chest to ensure a flow of information about Chest, Council and health and welfare services to labour people through labour publications and other channels;

to assume responsibility for carrying out in cooperation with the Public Relations Department an effective public relations program with labour groups

including Come-See tours, in which labour groups visit Red Feather and non-financed member services;

to arrange, in cooperation with the Welfare Council staff, labour social work institutes to be participated in by representatives of labour, management, and social agencies.

The CIO labour representative will work with the Toronto and Lakeshore Labour Council's Community Services Committee in establishing training courses on union counselling to develop specially trained rank and file members to help their fellow workers in the shops to secure services for problems such as relief, family and child welfare, and other health and welfare problems which cannot be solved through collective bargaining or regular union procedure.

First Steps

The Labour Participation Project is only in its earliest stages. Already there is evidence that it is accomplishing its aim. Labour staff representatives have been studying at first hand work of the agencies and have been interpreting those agencies to the labour movement. They in turn have been interpreting to Chest and Council certain areas of unmet needs from the standpoint of working people. New members from different unions, rank and file people, not just top executive leaders, are taking places on Chest and Council committees. In the approach to these committee responsibilities there is a spirit that it is "our enterprise".

Canadian Conference on Social Work

THIRTEENTH BIENNIAL MEETING
QUEBEC CITY, JUNE 1952

I An Historic Occasion

By CONSTANCE LETHBRIDGE

Occupational Therapy and Rehabilitation Centre, Montreal

Two little ferry boats, glowing in the night like jewelled lapel pins, shuttling across the placid bosom of the St. Lawrence, —this is not my only memory of the recent Canadian Conference on Social Work, which was held in Quebec City from June 14 to 20, 1952, but it is my most colorful one. It is the first time the Conference has ever been held in Quebec City and it is the first time it was ever entirely bilingual. These two facts alone gave it a difference and charm that would be difficult to match in the future.

The Conference got off to a brilliant start when it was officially opened on Sunday night by the Right Honourable Louis S. St. Laurent, Prime Minister of Canada. The institutes, sessions and lectures began on Monday and were held in the Chateau Frontenac and Laval University. Going to and from these sessions was an adventure in itself. Streets too small to swing a cat in but wonderfully cosy to exchange ideas in. Little restaurants so strategically placed for conver-

sation over French croissants or hors d'oeuvre, and what conversation! "How is your institute?" "My dear, did you know—?" "What have you done about it in your agency?" Everyone thought that their particular institute was the best and everyone is entitled to an opinion. I still think mine was best!

The unsung heroes or heroines were the interpreters. How they grasped and interpreted so much in so little time was a miracle, and a particular delight when one became attuned and realized that the repetition, far from being tedious, conveyed an actual meaning.

Hearing the President, Mrs. Adelaide Sinclair, at the Conference dinner being equally charming in both French and English made one again determine to speak and understand our sister tongue.

Although there were representatives and speakers from almost every province in Canada and some from the United States, to broaden our horizons even further we had a special session when Mlle. I. de Hurtado brought us up to date on

It is obviously impossible to give here a complete account of the 1952 Conference. The Proceedings will appear within the next few weeks, and will give everyone a chance to read a selection of the addresses and the minutes of some of the more important sessions. The publication date and instructions for ordering the Proceedings will be announced shortly.

the International Social Work Field and Guillaume Georges-Picot, Assistant Secretary-General, Department of Social Affairs, United Nations, spoke on International Perspectives in Social Work.

The entertainment and hospitality was particularly fine. The beauty of Montmorency Falls; the special translucent appearance of even the air while driving around Ile d'Orléans; the innate courtesy of the Quebecers themselves; and the reception at the Citadel, where history and canapés made a happy

combination, will long be remembered.

It is safe to say that there was an institute or a special session geared to meet the interest of everyone, but as usual at a conference, it was the meeting of old friends, the making of new ones, the shared experiences, and the feeling of participation that gave one the stimulation to go back to a job, or start a new one, with that so necessary feeling of enthusiasm. The sponsors of the Conference and the Program Committee are to be congratulated.

II Looking Forward

By MARJORIE M. KING
Canadian Welfare Council

AT THE business session of the Thirteenth Canadian Conference on Social Work, Miss Phyllis Burns, who so brilliantly carried out her duties as secretary, pointed out that plans for the ensuing conference begin immediately after each conference. This means of course that the board of directors and some scores of other people are even now thinking about the next meeting, which will be held in Toronto from June 25 to 27, 1954, immediately before the Seventh International Conference on Social Work which will meet in Canada for the first time, in Toronto.

In sheer size the Canadian Conference has become a very important gathering of people in the welfare field: almost 900 people attended this year, and 605 of them attended the institutes which were

held each morning. All ten provinces were represented and the discussions, both in and out of meetings, indicated that every province had sent a group of people who not only added something to the interplay of ideas but who plainly were gleaning new ideas to take home. Social work practice in every part of Canada is being modified at least a little bit, and more often a great deal, by something learned at this Conference.

Will the Conference have a proportionate effect on broad social policy? This is a question a number of people have asked, pointing out that with few exceptions, practical techniques and problems in specific areas of practice were the matters under consideration.

But let us leave this question for the moment and mention some of the points raised by the retiring

president, Mrs. D. B. Sinclair, in her presidential address at the business session.

Mrs. Sinclair pointed out that the Canadian Conference is faced with particular difficulties arising from the size and importance of this biennial meeting: problems of organization, membership, constitution and financing. There is no membership in the Conference except the people who attend and pay a registration fee. The conference is not incorporated, and members of the board of directors run some risk of incurring personal debts as a result of its operations; this hasn't happened yet because so far revenues and assets have always been greater than outlay, but it could happen. The president and board have a heavy responsibility for raising money because the system of financing is spotty: the money comes from registration fees, grants and gifts, and some services and supplies are given free. Between Conferences the work, very heavy as the next meeting approaches, is done by a part-time secretary, employed for the purpose, and many committees of volunteers. (This year there was also a French-speaking associate secretary.) Mrs. Sinclair emphasized that the volunteer committee members are interested, willing and hard-working, but there is a limit to what they can be expected to do, now that the Conference has become so big, and in view of the fact that the group they have to work with is so nebulous because there is no definite continuing

membership. She suggested that a tighter organization is needed for effective work in the future.

These are some of the considerations to be kept in mind between now and the Fourteenth Conference by all those who look forward to it and who are willing to work and plan for its success.

To come back to the program of the Thirteenth Conference: we pointed out above that practical techniques and problems in specific areas of practice were the matters under consideration at most of the sessions. In other words the Conference offered much practical help to active workers in the field. In addition to the more technical institutes and sessions there were also some sessions that presented background information for citizens interested in general problems of social welfare: for example, the two meetings on "What is Happening to the Canadian Family?"; the discussion on "Public-Private Relationships in Welfare Services"; the institute on "Cultural Factors in the Community" and the one on "A Welfare Council—what it is—what it does—how it operates". On the whole the Conference was eminently practical.

Some general problems of policy and philosophy were in fact raised. Father Levesque of Laval University, at one of the Conference luncheons, spoke of the social sense which is at once an enlightenment of the mind and a benevolence of the heart, and has as its basis brotherhood and interdependence. This social sense involves both

justice and charity, the first severe and sternly exact, the second gentle, kindly and merciful.

The Prime Minister, in the opening address of the Conference, said that our common objective is the attainment of a national standard of social security and welfare which will assure the greatest possible measure of social justice that is in our power to provide to all Canadians. We must remember that to attain this social justice, and at the same time avoid building up a bureaucratic and mechanical system which would disregard natural family relationships and responsibility and dry up voluntary enthusiasm, we must make full use of voluntary agencies of all kinds in their appropriate roles. He said moreover that we must ask ourselves if there are economic limits to the amount of social security that can and should be provided for Canadians: limits imposed by the size of the national income, the great area and small population of the country and the defence program, and the limits imposed by the degree of willingness of individual Canadians to give up something else to pay for social security.

Dr. George F. Davidson, deputy minister of welfare in the Department of National Health and Welfare (who was elected president of the Fourteenth Canadian Conference on Social Work) gave an address on "Trends in Social Security", in which he traced how the social services in Canada have developed and described how they

are taking shape in our provisions for social security.

To go back to the question raised above: was there *enough* searching discussion of broad social issues at the 1952 Conference? In the two years between now and the Fourteenth Conference, we may expect changes, or preparation for changes (e.g. debates on health insurance for Canada), in our system of social security. We should examine the economic basis of our welfare services. Already many books and articles on welfare economics are appearing, either supporting or attacking the welfare state on economic grounds, and while we are working out our own methods, other countries are providing us with examples of how various ways of financing social services are working out in practice. We need also to take a comprehensive look at the adequacy of our social services, for this has not been done since the Marsh Report in 1943. And we must also, as always, examine and re-examine the moral principles that animate what we do socially.

These are some of the very large questions that cut across all the lines of social work practice, but affect them all. They also affect public opinion and public policy constructively to the degree that they are widely and thoroughly discussed. A biennial national conference on social work is one of the most suitable places to discuss them: in theory at any rate it brings together both professional social

workers and their lay supporters. But the latter do not appear to come in any great numbers to these meetings, and this is regrettable. Social welfare is of critical importance to labour people, members of parliament and legislative assemblies, ministers of religion, members of municipal councils, business men and women and professional people. Perhaps more of them will take part in the 1954 Conference if it includes in its program more subjects that touch their particular welfare interests and activities.

It has been said that the Thirteenth Canadian Conference on Social Work held in Quebec City

was the most important step yet taken in achieving unity and common understanding in Canadian social work. It will be difficult to measure, but quite easy to guess, how great and beneficent is the effect of this Conference at which, for the first time, a real (and herculean) effort was made to ensure that French and English Canadians in this field communicated with one another throughout, especially on problems of practice. Perhaps in 1954 we can take another long step forward, without losing any of the ground we gained this year, and communicate with one another on some deeper issues.

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Doctoral Degree in Social Work at University of Toronto

THE President of the University of Toronto has announced that, after careful study by a special committee of the School of Graduate Studies, the Senate of the University has established the degree of Doctor of Social Work. This decision completes the re-organization of the professional curriculum of the School of Social Work undertaken by the late Dr. Harry M. Cassidy in 1945.

The establishment of this degree is a significant step forward for social work in Canada. It marks the formal recognition by an independent group of Canada's leading scholars that there is a recognized body of knowledge and skills, amenable to research and communicable to students, which is unique to social work. It establishes professional education in the subject in its full stature as an academic discipline.

The fact that there are now opportunities for advanced studies in social work at a Canadian University has other significant implications. Hitherto students who wished to undertake advanced studies in this field had to go outside the country. Not only did this mean that many of these students were permanently lost to Canada, but it also meant that advanced research work was not being undertaken into Canada's own social problems. With the increasing pro-

vision for research in government departments and private agencies, there is a great need for qualified persons to undertake research and to fill teaching positions. The new degree will provide opportunities to advance knowledge in social work in a Canadian setting, and may attract scholars from the other countries to bring to Canadian needs the fruits of their own studies.

The University of Toronto, with the rich resources of its Graduate School, which enrolled 1564 students last year, should provide ample support for the new program. The School of Social Work is building up its research program and has an experienced faculty with special qualifications in a number of important areas of social work.

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CHARITABLE GIVING

THE GOLDEN LADDER

First—In the duty of charity the first and lowest degree is to give—but with reluctance or regret. This is the gift of the hand; but not of the heart.

Second—The second degree is to give cheerfully, but not proportionately, to the distress of the sufferer.

Third—The third is to give cheerfully and proportionately, but not until we are actually solicited.

Fourth—The fourth is to give cheerfully, proportionately, and even unsolicited; but to put it in the poor man's hand, thereby exciting in him a painful emotion of shame.

Fifth—The fifth is to give charity in such a way that the distressed may receive the bounty and know their benefactor without their ever being known to him. Such was the conduct of some of our ancestors who used to tie up money in the hind-corners of their cloak that the poor might take it unperceived.

Sixth—The sixth, which rises still higher, is to know the object of our bounty but remain unknown to them. Such was the conduct of those of our ancestors, who used to convey their charitable gifts into the poor people's dwellings, taking care that their own persons and names should remain unknown.

Seventh—The seventh is still more meritorious, namely, to bestow charity in such a way that the benefactor may not know the relieved persons, nor they the name of their benefactor. This was done by our charitable forefathers during the existence of the Temple. In that holy building was a place called the Chamber of Silence or Inostentation, wherein the good deposited secretly whatever their generous hearts suggested; from which the most respectable poor families were maintained with equal secrecy.

Eighth—Lastly, the eighth and most meritorious of all, is to anticipate charity by preventing poverty; namely to assist the reduced brother by a considerable gift, or a loan of money, or by teaching him some trade, or by putting him in the way of business, so that he may earn an honest livelihood; and not be forced to the dreadful alternative of holding up his hand for charity. And to this Scripture alludes when it says: "And if thy brother be waxen poor, and fallen in decay with thee, then thou shalt support him: Yea, though he be a stranger or a sojourner, that he may live with thee." This is the highest step and the summit of charity's Golden Ladder.

—Maimonides, 1135-1204 A.D.

Correction in THE JUVENILE COURT IN LAW

On page 38 of the CWC's publication *The Juvenile Court in Law* there is an unfortunate error in the description of the Saskatchewan juvenile court legislation: The last sentence on the page should read "The Director of Corrections may declare any place or institution to be a temporary home . . .". The sentence in our publication began "The Director of Child Welfare . . ." Will those who have already purchased this book please make the correction in their copies? Future purchasers will find the correction already made.

City	Population	Amount Raised for 1951	Objective for 1952 Campaign	Amount Raised for 1952	Percentage of Objective for 1952	Percentage of Amount Raised for 1951	Per Capita Contribution
Belleview.....	4	21,000	\$ 16,500	\$ 22,799	81.1	112.1	.88
Brandon.....	7	21,500	\$ 41,139	\$ 35,000	83.0	92.4	1.77
Brantford.....	10	50,000	80,000	112,000	72.7	123.6	1.97
Calgary.....	22	130,000	293,000	308,000	100.0	105.1	2.37
Chatham.....	11	22,000	44,955	60,100	134.4	128.2	2.62
Cornwall.....	6	22,000	18,332	24,500	133.3	111.7	.93
Deep River.....	6	2,200	No Campaign	4,000	5,302	132.6	N.A.
Drummondville.....	8	8,000	6,050	10,000	8,060	80.6	1.01
Edmonton.....	30	160,000	172,302	225,000	218,853	97.3	1.37
Espanola.....	11	3,000	9,114	9,500	10,535	110.9	115.6
Fort William.....	9	34,000	35,506	44,300	39,686	89.1	1.17
Galt.....	8	19,000	30,378	35,000	30,437	87.0	1.60
Granby.....	4	25,000	36,200	35,000	33,400	95.4	92.3
Guelph.....	11	30,000	39,265	56,145	43,423	77.3	110.6
Halifax.....	19	100,000	123,588	150,000	136,191	90.8	110.2
Hamilton.....	27	197,000	356,250	388,590	389,000	100.1	109.2
Hull.....	10	42,000	30,000	39,200	29,800	76.0	99.3
Joliette.....	20	18,671	25,270	30,000	30,004	100.0	118.7
Kelowna.....	14	9,000	17,900	22,500	18,700	83.1	104.5
Kingston.....	12	40,000	58,500	66,200	62,000	93.7	106.0
Kirkland Lake.....	10	18,440	29,981	43,000	27,102	63.0	90.4
Kitchener-Waterloo.....	16	53,000	135,250	165,000	150,000	90.9	110.9
Lachine.....	4	30,216	11,791	14,000	15,400	110.0	130.6
Lindsay.....	8	10,000	12,100	12,500	12,167	97.3	100.5
London.....	11	120,000	193,500	225,000	205,000	91.1	105.9
Lethbridge.....	18	25,000	49,503	58,500	56,422	96.4	113.9
Montreal Welfare Federation.....	30	275,000	1,254,000	1,439,390	1,320,000	91.7	105.3
" Federation of Catholic Charities.....	21	100,000	320,919	563,000	521,225	82.6	162.9
Niagara Falls.....	11	40,000	22,921	40,000	27,383	83.2	93.4
New Westminster.....	9	32,000	52,200	60,000	62,000	103.3	118.8
Norfolk County (Sudbury).....	7	42,000	53,500	60,000	56,500	94.2	105.6

London.....	11	120,000	193,500	223,000	91.1	103.2	1.71
Lethbridge.....	18	25,000	49,503	58,500	96.4	113.9	2.26
Montreal Welfare Federation	30	275,000	1,254,000	1,439,390	1,320,000	91.7	105.3
" Federation of Catholic Charities	24	199,999	329,919	563,099	32,6	162,2	5.21
Bracebridge.....	1	20,000	28,221	40,000	27,000	23,4	1.06
Niagara Falls.....	9	40,000	52,200	60,000	62,000	103.3	118.8
New Westminster.....	7	32,000	53,500	60,000	56,500	94.2	105.6
Norfolk County (Simcoe).....	6	42,000	11,250	25,000	21,000	84.0	186.7
Oshawa.....	16	40,000	116,288	112,900	115,991	102.7	99.7
Ottawa.....	23	220,000	319,165	376,173	346,100	92.0	108.5
Peterborough.....	10	37,000	83,000	85,000	86,000	101.2	103.6
Port Arthur.....	12	31,842	38,346	39,000	39,068	100.2	101.9
Preston.....	8	7,500	14,673	16,000	16,075	100.5	109.6
Quebec City.....	31	250,000	273,959	285,000	286,000	100.3	104.5
Regina.....	20	72,500	102,764	107,500	96,292	89.6	93.7
Saint John.....	8	60,000	74,495	107,500	71,000	66.0	95.3
St. Thomas - Elgin.....	6	25,000	21,800	30,000	22,200	74.0	101.8
Sarnia.....	7	33,000	51,500	59,500	60,660	101.9	117.6
Saskatoon.....	16	53,000	65,600	78,000	64,764	83.0	98.7
Sault Ste. Marie.....	8	45,000	31,826	35,000	31,400	89.7	98.6
Sherbrooke —							
Campagne de Charite (R.C)							
Sherbrooke-Lennoxville							
(Prot. and Non-Sectarian).							
Stratford.....	7	18,878	28,104	32,000	30,575	95.5	109.2
Sudbury.....	15	50,000	92,500	120,000	102,700	85.6	111.0
Toronto.....	66	1,011,326	2,434,192	3,121,938	2,607,873	83.5	107.1
Vancouver.....	40	400,000	837,000	1,049,925	1,012,000	96.4	120.9
Victoria.....	16	125,000	161,243	235,906	167,937	71.2	104.3
Whitby.....	8	5,800	5,704	6,644	5,600	84.3	98.2
Winnipeg.....	29	350,924	570,788	649,450	620,000	95.5	108.6
Windsor.....	11	140,000	278,000	300,000	310,232	103.4	111.6
Totals.....	819	5,438,797	10,885,939	12,992,660	11,959,750	91.9	109.7
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Parliament Hill

Changes in the Unemployment Insurance Act, the Civilian War Pensions Act, and a major overhaul of the War Veterans' Allowance Act were the principal items of welfare legislation approved by Parliament at its first 1952 session.

There were five main changes in the Unemployment Insurance act: 1. The principle of fair employment practices is established in the statute with a clause forbidding discrimination because of race, color, religion or political affiliation in referring persons seeking employment to prospective employers. 2. Maximum benefit schedules are increased. Payment of \$21 a week to a person with a dependent is raised to \$24 a week, with comparable increases in other rates. 3. The present waiting period of eight days before payment of benefits is reduced to five days. 4. The commission is authorized to make regulations to provide that when a benefit-year ends while a person is still unemployed the usual waiting period for the new year may be deferred. 5. The supplementary benefit period, now January 1 to March 31, is extended to April 15 in each year.

Hon Milton Gregg, labor minister, informed the Commons that no increase in payments into the fund would be necessary to finance the amendments. The fund now stands at approximately \$800,000,000, an in-

crease of more than \$100,000,000 in the past year.

The increase during the year was well above the average yearly increase during the past 10 years of \$66,500,000, and was attributable largely to higher rates which went into effect in June, 1950, when an additional one cent a day was charged each to employers and employees.

Changes in the Civilian War Pensions act will not affect many people at the present time, but could conceivably cover a great many people in the event of a national emergency.

The amendments raise the scale of pensions to make it comparable with increases awarded last year to military veterans. The act covers two classes of civilian war veterans: air raid precaution workers and members of voluntary aid detachments. Pensions are now being paid to six individuals.

The new War Veterans' Allowances Act represents a complete revision of the old legislation, with new provisions for increases in allowances and for raising the amount of permissible outside income.

Rates for single men are increased from \$40 to \$50 a month, and for married men from \$70 to \$90 a month. Pensioners are also permitted to earn money from casual or seasonal work on odd jobs without including

it in their outside income for purposes of the allowance. The value of maximum property which can be owned without affecting pensions is raised from \$4,000 to \$6,000.

The new act also recognizes as "married" a veteran who has been living with a woman not his wife for a continuous period of seven years provided he is unable to marry by reason of a previous marriage and has "publicly represented such woman as his wife." • • •

Studies of health insurance operations in other countries and a national sickness survey in Canada are continuing, all part of the preparatory work for an ultimate plan in this country.

Replying to Frank E. Lennard (PC-Wentworth), Dr. E. A. McCusker, parliamentary assistant to the minister of health, said that the director of health insurance studies had visited Sweden, Norway, Finland, Denmark, Holland and the United Kingdom during the past year to

examine schemes operating in those countries. Other officers of the department have studied various voluntary insurance schemes operating in Canada and the United States.

Eight provinces have submitted the health survey reports they have made under the health grants, and Manitoba and Newfoundland are at work preparing reports. So far only two provinces have declared themselves as approving a national health insurance scheme for the near future. The information in the survey reports is now being analyzed and collated, and the resulting findings, along with the information gained from the national sickness survey, will provide facts on which to base further planning for health. • • •

Parliament adjourned July 4 until November 20, when the current session will probably be prorogued and followed by formal opening of another, the seventh for the present parliament. • • •

General News

Advisory Committee on Mental Health

The sixth meeting of the advisory committee on mental health of the Department of National Health and Welfare was held in Ottawa in June. This committee is one of nearly a score of advisory committees associated with the Department, all important examples of collaboration of government personnel and interested citizens.

The mental health committee was set up in August 1947. According to the order-in-council by which it was established, the committee "shall assist and advise the Minister of National Health and Welfare on matters relating to mental health services in Canada and in the furnishing of

advice and recommendations in regard thereto". These duties are further spelled out to include collection and collation of information on matters relating to mental health services and procedures, either within or outside Canada; and "to facilitate co-operation between the mental health division and the provincial mental health services with a view to the exchange of information, the coordination of policies and activities in order to ensure the existence and maintenance of the highest standards of mental health practices and procedures."

The committee has two ex-officio members: the deputy minister of health and the chief of the mental health division. Other members up to

a maximum of fifteen are appointed for a two-year term. These now include representatives of mental health or psychiatric divisions of all ten provinces and representatives of the departments of psychology and/or psychiatry from five different universities. The committee is empowered to consult with other persons who might help it carry out its duties. A new member of the committee is Dr. J. D. M. Griffin, Toronto, general director of the Canadian Mental Health Association.

Housing in Ontario

In June the Ontario Government extended further aid to municipalities which have low-rental housing schemes. Under the new scheme the housing will be financed on a three-way basis, with the federal government supplying 75 per cent of the funds, the provincial government 17½ per cent, and the municipality concerned 7½ per cent. In cases where rentals from such housing do not bring enough return to pay off building costs within 20 years, the provincial government has agreed to make up the difference.

Dorchester Penitentiary

In May a choir of inmates of the federal penitentiary at Dorchester, N.B., trained by one of the guards, took part in the Moncton Music Festival. Selections sung by the choir were transmitted to the auditorium at Moncton for adjudication and the choir took second place in their class. One of the members who had completed his sentence before the date of the festival came back to the prison to take part with the others. Recently the prisoners heard over the radio about a child from a nearby town who was desperately ill and in need of special treatment. They

immediately donated \$200 from their entertainment fund, most of the money which they had saved for sport equipment, a record player, films for special entertainment and so forth. A further step in the progress of this prison toward rehabilitative treatment of inmates has been taken in the laying of the cornerstone recently for a new vocational school.

Cooperative Health Federation of America

The Cooperative Health Federation of America held its sixth annual meeting in Toronto in June. The president, Dr. Dean A. Clark, medical director of the Massachusetts General Hospital, Boston, said that the job ahead for such organizations is to make complete medical care available in order to reduce the catastrophic effects of illness. The host for the meeting was the Cooperative Medical Services Federation of Ontario, and delegates from twelve states and various parts of Canada were present. Dr. Gordon Wride, assistant director of Health Insurance Studies, Department of National Health and Welfare, Ottawa, a speaker at the meetings, expressed the view that the true measure of the success of voluntary health plans is the proportion of the personal and national hospital bills met by such plans: in 1950 only nine per cent of the Canadian bill was thus met. Dr. George Baehr, president and medical director of the Health Insurance Plan of Greater New York, stated that group health plans are an evolutionary development of medical practice in a changing social order, and that the medical profession resists them because of the new and unfamiliar elements they introduce into the traditional relationships. Dr. Franz Goldman, associate professor of medical care at Harvard University, said that unified

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service to the individual in all stages of health and sickness is the primary goal for the future, including comprehensive service in the interest of economy and efficiency and improved quality of service, and that group health practice contributes to the achievement of all these goals. Two Canadians re-elected as directors of the CHFA are Dr. M. M. Coady, of Antigonish, N.S., and Ed. O'Dell, of Corunna, Ontario, vice-president of the Cooperative Medical Services Federation of Ontario.

Victoria Health and Welfare Centre A modern new Health and Welfare Centre now houses the Victoria Social Welfare Department and the Greater Victoria Health Unit. The building, built by the City of Victoria, is located on property adjacent to the Spencer Foundation Building, described in the March 15 issue, which houses most of the private agencies in Victoria. Now practically all health and welfare services, both public and private, in Victoria are concentrated in one place.

The new building, designed by the same firm of architects as Spencer House, is a single-story, cement block structure built on ground level in the shape of a cross, and it is designed to provide easy access for older and handicapped people and mothers with babies. Pleasantly landscaped, with large grass areas, it is located somewhat apart from the centre of the city, and the atmosphere of the building is one of calm relaxation in contrast to the drab hustle and bustle usually associated with a "welfare office".

The Social Welfare Department occupies the front and one wing, and is conveniently divided into two separate sections: one housing the

Administrator and secretary, supervisor, filing clerk and files, accounting department and stenographers; the other, ten individual private offices for the caseworkers. The rest of the building is occupied by the City Sanitary Department and the Greater Victoria Health Unit, with separate offices for the medical health officer, his assistant and secretary, the nursing supervisor, nurses, public health educator, psychologist and stenographers. The auditorium, large enough to seat one hundred people comfortably, can be divided into two parts, one which is used as an examining room on baby clinic days and one which is used as a waiting room. There is a committee room which serves as library, a staff lounge, and a lunchroom with modern facilities.

Child Guidance Clinic and Health Unit The first child guidance clinic in conjunction with a health unit in Ontario is to be established in the East York-Leaside area near Toronto, with the support of a federal health grant. This clinic is a pilot project to see whether economies can be made in overhead costs and to find out to what extent psychiatric services can be meshed with the general activities of the health unit. Funds have also been allocated for the salary of a part-time health educator for the East York-Leaside unit. She will assist the present staff in promoting health education in schools and community groups as a means of fostering better health habits and preventing illness.

Study on Immigration The federal Department of Citizenship and Immigration has made a grant of \$2,500 to the School of Social Work, University of Toronto, for an experimental study of immi-

grant adaptation in relation to citizenship instruction. The study is under the direction of Dr. Albert Rose, with the assistance of Mr. Jack Amos, and is being conducted in close collaboration with Laval University.

**Committee on
Immigrant
Problems**

The Canadian Citizenship Council has formed an advisory committee on problems of adjustment and integration of newcomers. Mr. Yousuf Karsh has agreed to act as chairman, with the assistance of Jack Mooradian. Other members of the committee are Mr. B. K. Sandwell, Toronto, Dr. Kaye of the Citizenship Branch, Dr. J. W. Watson, Mr. J. McGowan of the CNR Immigration Department, Mr. Cresswell of the CPR, Mr. Walter Herbert of the Canada Foundation, and Dr. Lingard, Secretary of the Social Science Research Council.

**Rockefeller
Grants**

The Rockefeller Foundation has recently made two grants to the University of Toronto: \$10,500 for continued support of teaching and studies of medical care in the Department of Public Health Administration in the School of Hygiene, and \$9,700 to enable Professor Malcolm Taylor to complete a study of prepaid medical schemes under various auspices in Canada.

**Incidence of
Alcoholism**

The Ontario Department of Health has announced that a grant of \$6,000 has been made to Queen's University by the Alcoholism Research Foundation, for a survey of the incidence of alcoholism in Ontario. The survey will be conducted by Professor J. M. Blackburn, head of the psychology department, and will be the first controlled field survey of

the problem in Canada. Estimates of the incidence of alcoholism in Canada have before this been based on U.S. figures, the assumption being that the proportion of addicts would be somewhat the same in Canada.

**Canadian Federation
of Mayors
and Municipalities**

At its fifteenth annual conference, held in Calgary in June, the Canadian Federation of Mayors and Municipalities passed a number of resolutions of particular interest to the social welfare field. In summary they are as follows: that the federal government be asked to institute without delay a comprehensive *National Health Plan* and that the Federation discuss and make recommendations for the proposed features of such a plan; that the federal government be requested to enter into negotiations with the several provincial governments with the purpose of evolving a system whereby the federal government will assume complete and continuing responsibility for *aid to employable unemployed persons*; that provincial governments be urged to implement Section 35 of the *National Housing Act* so that municipal governments throughout the country may avail themselves of its provisions; that the Canadian Government be petitioned to develop and make known an adequately integrated long-term *immigration program* with appropriate administrative, employment, welfare and housing services; and that immigration in any one year be limited as far as possible to a point where immigrants can be readily absorbed in useful employment, and pending such absorption that provision be made for their adequate welfare at a standard in keeping with human dignity.

MULTIPLE APPEALS

*"And Those Behind Cried 'Forward'! And Those In Front Cried 'Back'!"**

An Essay on Federated Financing

By EDWARD DUNLOP

Executive Director, The Canadian Arthritis and Rheumatism Society

"The Nature of man is intricate; the objects of society are of the greatest possible complexity; and therefore no simple disposition or direction of power can be suitable either to man's nature, or to the quality of his affairs".

—EDMUND BURKE

It would be most unfortunate if the Canadian people were to gain the impression that the problem of voluntary social agency financing can be solved by the general application of any simple formula, for in the almost certain event that this dream cannot be realized, public confidence in our social agency structure and leadership will be seriously shaken.

We may expect an orderly progression of improvement, and we may identify some of the practical directions in which that improvement may be sought, but it would be well first to free our minds of any illusions.

The frequent—almost weekly—occurrence of fund-raising campaigns has become a regular, often tedious feature of post-war social organization. The evident inconvenience and other shortcomings of this system—or lack of system—has prompted a good deal of earnest consideration by leaders from

business, labour and the social agencies themselves.

From the outset, however, there has been a great deal of confusion between the true objective of social policy and one particular proposal for attaining that objective. The fundamental question is: How can we meet more adequately the financial needs of our social agencies? Put it more bluntly: How can we increase giving? Yet discussion has revolved about a quite different question: How can we reduce the number of campaigns?

To those who have pre-judged the issue, or who have a ready panacea to prescribe, these questions are identical and admit of but one answer—federated fund-raising, or the United Appeal, or super-Chest on the grandest possible scale.

In the words of the Executive Director of the Canadian Welfare Council, reporting to its Annual Meeting in June, 1952: "Contributors are following a mirage if they think they can be granted immunity from all further approaches for the worthy causes of the community through one gift once a year for everything". A study of the general subscription campaigns conducted

*From "The Ride of John Gilpin".

in any community in a given year—an expected 19 in Toronto, 23 in Edmonton and 39 in Montreal during 1952, for example—reveals that a substantial proportion, and usually the majority, are not health and welfare appeals, in the ordinary sense. The capital needs of hospitals and universities, the ordinary requirements of religious and fraternal groups, or of symphony orchestras and art galleries, campaigns to benefit only a part of the community, for police games, firemen's benefits, football teams, and many others do not combine appropriately with the appeals of typical health and welfare agencies. Further, campaigns based on the sale of Christmas and Easter seals reach a group of contributors not likely to be reached by ordinary canvassing means.

When such appeals are inevitably excluded from any projected community-wide "United Appeal" it will be found that only a relatively small number of campaigns will be left to federate. Certainly it will not solve the problem of the brewery president who reported that his company received over 1400 appeals last year, or of the director of an oil company which had received over 500. Presumably these requests originated in scores of communities throughout the country; if such companies' centralized control of giving makes their task unduly difficult, a measure of decentralization seems indicated.

Improvements in our system of financing philanthropy will not

result from absolute insistence upon the adoption of all-embracing federation, nor will it result from absolute insistence upon complete independence entirely apart from federation. Fortunately there are few today who would hold either extreme view. It will be unfortunate if contributors gain the impression that the resolution of conflicting points of view on this question will usher in a golden age of philanthropic progress, or indeed that this is the only problem.

Both the federated and independent methods have their special advantages and disadvantages, and there are circumstances in which one will prove superior to the other. These circumstances and conditions usually exist concurrently, and what must be sought is the well-balanced application of both.

The establishment of such a balance in any one community does not depend on any general set of rules or national policy, but will depend upon primarily local factors and judgments and may change from year to year.

The obvious advantages of federated financing have been pro- pounded exhaustively. The disadvantages have been examined less fully or often, and deserve some brief mention.

Setting aside objections which can be voiced against any monopoly on purely theoretical and philosophical grounds, any too rapid and sweeping extension of federation will encounter very real practical difficulty. Human nature being

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what it is, most contributors, particularly private donors, will give five dollars, or whatever they feel they can afford and is justified, to each of, say, twelve distinct appeals each year, but are most unlikely to give sixty dollars all at once. Community chest experience has indicated that the pledging technique cannot surmount this obstacle. Put another way, the law of diminishing returns applies to federations.

This has been recognized in New York City where, because of the vast sums to be raised, no attempt is made to conduct a community chest in the ordinary sense. Instead each agency is required to raise all it can within its own area and from any potential contributor whom it can interest in its own particular work. Over and above all these independent campaigns the Greater New York Fund conducts an additional annual campaign, distributing its funds in a way designed to balance the budgets of those important agencies which have been unable to raise enough, and at the same time to reward those which have made a strong effort on their own behalf. No Canadian community has reached anything like this point, but it is an indication that such a point can be reached.

A few other difficulties may be mentioned in passing: the diffusion of specific contributor interest resulting from the impersonal nature of the broad federation; the impossibility of determining relative needs as between agencies of widely different functions, and the potential danger that social initiative and

experiment may be cramped through a plethora of rules and the too great power of a central planning body.

The accident of a superior faculty of penetration on the part of one person or a small group has been the origin of many of our best social programs, but such powers are not necessarily conferred upon any planning body, no matter how sincere.

The practical difficulties and disadvantages of federated fund-raising have been discussed not in an attempt to destroy the idea itself, but in order that it may be seen in its true perspective, as but one part of a greater whole.

The strong desire of Canadians to improve the financial support of their voluntary social agencies is mingled with feelings of misgivings and indecision. This is natural during any period of social change, and is a good rather than a bad thing, as it indicates that free thought and democratic processes are at work. To those many individuals who are in a position of special knowledge or leadership, or who are members of organized community groups, and whose opinions contribute to the collective and acceptable compromises through which harmonious progress may be attained, it poses a special challenge.

Thomas Jefferson's thoughts on the evolutionary processes of social progress are helpful: "Moderate imperfections had better be borne within; because, when once

known, we accommodate ourselves to them, and find practical means of correcting their ill effects."

The challenge which faces us is not simply that of finding a solution to what has been called "the problem of multiple appeals". The real challenge is that of appreciating the whole broad social scene, both its strengths and its weaknesses,— of identifying the many avenues along which progressive improvement may be sought, and of expressing these with social objectivity. We shall hardly meet this challenge by attempting to prove publicly that there are simple solutions to complex problems. But the problem here under discussion is how to improve the financing of our voluntary agencies, and how to increase giving. Equally shall we fail to meet the challenge if we do not suggest some positive and practical courses for individual and collective action. Among these I venture to suggest the following:

1. Help make a greater success of our existing federations. There is a definite trend towards a larger degree of federated financing; as yet little of practical consequence has resulted from it. There is nothing which could give the trend greater impetus than the resounding financial success of the 1952 Community Chest Red Feather Campaigns.

If the Community Chests not only meet but substantially exceed their objectives there will be a broad range of valuable consequences. The reluctance to seek chest membership now displayed by

many purely local agencies of recent origin, and by local branches of many independent national agencies, is due largely to fear—fear that their newer programs will suffer in competition with those of traditional agencies during the budget-paring process, or fear that local restrictions and budget-paring will not enable them to meet their obligations towards the services and centrally directed projects of their national organizations. Much of this fear will evaporate in the face of cash surpluses.

The late Dr. Cassidy described an additional means of attaining the same end—that of making more cash available for expansion and experimentation—through the progressive transfer of certain present responsibilities to tax-supported agencies, and made a number of suggestions for accomplishing this without seriously disturbing current public policy. (*Canadian Welfare*, September 1948).

2. Foster public confidence in our social agencies. Many features of Canadian voluntary health and welfare organization are the envy of socially minded people everywhere. The Canadian National Institute of the Blind, for example, offers a nation-wide program of services which is provided in the United States by several hundreds of independent local, state and national agencies. The Canadian Welfare Council incorporates within its structure the organization and services provided by a number of separate national organizations in the United States, including the

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National Social Welfare Assembly, Community Chests and Councils, Inc., the Family Welfare Association of America, the National Recreation Association and the Child Welfare League.

Our voluntary health and welfare agencies provide a range and quality of human services of which Canadians may be justifiably proud, although not complacent.

Let us by all means view with alarm any situation which alarms us, but let us also remember that viewing with alarm receives disproportionately great publicity, and usually creates a greater degree of public alarm than ever was intended. Reduced giving is the likely consequence.

3. Forecast major capital requirements. The major capital campaigns of our great hospitals, universities and recreational associations are a major factor which must be considered by all contributors. In cooperation with hospital associations, universities and so forth, responsible community groups such as Welfare Councils and Chambers of Commerce could undertake long-range forecasts of capital needs within the community. Both the institutions and the potential contributors could then plan more effectively the timing of the campaigns and their contributions to them. As one major capital campaign follows another the contributor reacts to an unexpected new blow, whereas the forecast would help him to appreciate each as a desirable step in a long-range program of community betterment.

The forecast technique would also focus public attention upon vexed questions such as the relative shares of these burdens which should be borne by governments on the one hand and public subscription on the other.

4. Consider new methods for meeting the capital needs of chest-supported agencies. In most communities which operate a chest, each post-war year has seen one or two important capital appeals by chest-supported agencies. In the hope of reducing the total number of appeals within what might be called a family of agencies, should not this matter be given careful consideration? Is it possible for chests to forecast the capital needs of chest-supported agencies, establish a sinking fund of appropriate dimensions, and include this as a special feature of the annual chest appeal? Or is it possible to conduct a concurrent campaign for the capital needs of chest-supported agencies during any given year, making provision for the special designation of contributed funds? It may be that such schemes are not practicable. If so, the contributing public will be more willing to accept this as a fact and to respond generously to recurring capital appeals of chest-supported agencies when it is known that the matter has been carefully studied and the conclusions made public.

5. Encourage plant level federations. A recent Report on Plant Level Federations in Canada, prepared by the Canadian Welfare

Council, showed that plant federations in the cities for which data were available produce more money and more subscribers for chests than other types of employee solicitation.

Provided that the funds are disbursed by a duly elected and representative committee of employees, which takes its stewardship seriously, and provided that joining the employees' fund (or whatever the federation may be called) is a matter of free choice on the part of the individual employee, there appears to be no fundamental objection to plant level federations, and few, if any, practical difficulties which cannot be overcome.

6. Seek out the facts. Public and private pronouncements about philanthropic finance usually reflect personal opinion, because many of the facts required for objective judgment are not available. There are many classes of relevant facts which are either difficult or impossible to obtain. For example, even in the best organized communities it is very difficult to determine the exact number of campaigns being conducted in any year. We can hardly reach even reasonable personal opinions about which campaigns might or might not be combined, without seeing first a list of the appeals, and a brief outline of the program and organization of each agency would be—to say the least—helpful.

The Donations Advisory Committees established by some Boards of Trade or Chambers of Com-

merce are providing valuable services which help their members reach sound conclusions, whereas similar committees in other communities seem to be designed only to discourage new appeals regardless of their merit.

There seems an obvious place for Donations Advisory Committees in every community, provided that the Committees are efficient, judicial and democratic in their procedure, and socially progressive. A detailed study of the function of Donations Advisory Committees, including specific recommendations on procedure, might profitably be undertaken by the Canadian Welfare Council, thus assisting many communities to make the best possible use of this instrument and to avoid many hidden pitfalls.

Another class of facts upon which there is little general information are the giving practices of corporations. Little is known beyond that which can be found in taxation statistics; for example, the curious fact that the greater the income of corporations the smaller the proportion they give to charity. In 1949, the most recent year for which figures are available, companies with a net taxable income of \$100,000 or less gave 1.7 per cent, those with incomes between \$100,000 and \$1,000,000 gave .9 per cent and those with incomes in excess of \$5,000,000 gave .7 per cent.

Had corporations with net taxable incomes exceeding \$5,000,000 given at the same rate as those with incomes of less than \$100,000, this alone would have increased the

ble service members whereas other companies gave only 1.5 per cent. The total amount given by all corporations for charitable purposes from \$21,897,000 to \$26,700,000, or an increase of over 20 per cent.

The studies now proposed by the Committee on Corporate Giving in Canada, endorsed by the Boards of Trade of Montreal and Toronto, will provide welcome information of direct benefit to corporations in determining their own giving practices and procedures, and the basic standards by which they can evaluate the merits of agencies asking their support.

On only one point perhaps may there be general agreement. During recent years there has been an admirable and continual growth in the quality, character and coverage of our voluntary health and welfare agencies, appropriate to an expanding

ing economy and a broadening concept of collective social responsibility.

We may be and indeed must be confident that this growth will continue, that it will find its expression in many different forms, and that it will work out solutions to its problems in many different ways. One valuable result of the trend towards a greater degree of federated financing for example, may well be a clearing of the field which will permit the growth of new agencies and new social programs.

The objects of society are indeed of the greatest possible complexity—certainly in the free and democratic countries. We have reason to be glad of this complexity because it is characteristic of social organization in free communities.

REFUGEE AID

IN August Paul G. Hoffman, director of the Ford Foundation, announced that a grant of \$2,900,000 had been made by the Foundation to the UN Refugee Emergency Fund. The work will be carried out by private agencies selected by the UN high commissioner for refugees, Dr. G. J. Van Heuven Goedhart, and the money will be spent in an attempt to find a permanent solution of the problem of expelled persons and political exiles in Western Europe. The Ford Foundation has made six stipulations about the program for which the grant is to be used: the work must promote self-help projects; it must be non-discriminatory among refugee groups; it must further their integration in the communities in which they live and develop resettlement opportunities; it must not relieve governments of their moral responsibilities; it must avoid direct material relief, and it must, as far as possible, put emphasis on youth.

Multiple Appeals — At Grips with the Problem

By **GERALD S. CHANDLER**

*Executive Director, Hamilton Community Chest and Council of
Community Services*

IF THE average contributor to community health and welfare services finds himself confused and irritated by the multiplicity of appeals, there is some consolation in knowing that he is not alone in his difficulty. All across Canada and throughout the United States, this problem has assumed serious proportions. There are indications that contributors are in danger of becoming hardened to all appeals, regardless of their relative worth.

The situation, however, is not hopeless — it is being tackled by citizen groups, with encouraging results. In the United States a pattern of broader federation of appeals is emerging. Some cities have enlarged their community chest membership, others have set up a new organization to handle the "united fund" appeal. With few exceptions, the record shows successful achievement of greatly increased goals and enthusiastic acceptance of the new idea by contributors.

Unfortunately it is inevitable that any new development will be a subject for the carping critic, who attempts to discredit the project and impute sinister motives to those associated with it. Recent articles in American periodicals

have attacked federated fund-raising and the one-campaign method of raising funds. These articles seek to create the impression that a small group of professional fund-raisers is trying to establish a monopolistic health-and-welfare trust. These attacks are being effectively answered by the combined efforts of labour, business, industry and other segments of the community to extend united fund raising and joint planning.

Attempts at Solution

Initial steps to find a way out of the dilemma of too many campaigns have taken several forms. Citizens' appeal review committees, representative of various community interests, have brought about more orderliness in fund raising; plant level federations have inaugurated "one appeal" within thousands of industrial plants; chests have maintained a broad "open-door" policy that has resulted in broader federation.

Employees in industry have taken positive action in combining appeals into one campaign through plant-level federations. This plan of weekly or monthly payroll deduction "to take care of all appeals" has spread to all types of em-

ployee groups, i.e., retail business, banks, insurance staffs, etc. It is of interest to note that the "employee fund plan" was started in Canada before becoming generally adopted in the United States. A recent survey of Canadian experience with this system indicates a high level of participation by employees in plants with the "fund plan" as contrasted with plants where individual canvasses are still being made.

In most of the larger Canadian cities, citizen committees under the auspices of the chamber of commerce or board of trade and including representatives of business, industry, labor and civic groups are facing up to the problem of multiple appeals and endeavouring to find a solution. I believe I can speak for all chests when I say we are willing, as always, to co-operate by putting at the disposal of the community our experience and time-tested methods of financing and planning.

New Appeals

Why haven't the Canadian chests just taken in new appeals as they came along? Simply because the majority of new appeals have not wanted to become members of the chest, or at least have not applied for membership, and the chest has no power to compel them to do so. Possibly there has been misunderstanding on both sides. Most of the newer appeals, and we refer to the period of the last 10-15 years, are national in scope and principally in the health field. It has been generally understood that

chest agencies were local services with the funds being raised and spent locally. National agencies appeal for funds for national purposes with only a portion being used in the local community. Many national agencies were reluctant to submit to local chest budgeting procedures and several still are.

Most national agencies which have encouraged local branches to become affiliated with chests have found the experience satisfactory in the long run although there may have been some temporary difficulties in the beginning.

Community Chests and Multiple Appeals

May I hasten to admit that chest budgeting procedures are not perfect and that the variation in policy from city to city may present real problems. It must be remembered that each chest is a local, autonomous body and its pattern may differ from that of another city depending on its experience and leadership. Its shortcomings however are being constantly worked on, or should be, through the democratic partnership of agencies and contributors, in collaboration with the social planning council.

Community chests across the country are gravely concerned about the whole matter of the multiplicity of appeals, and at a recent national gathering they issued a statement emphasizing their concern and their willingness to be helpful. In reference to national appeals, the statement says: "The chests recognize that the campaigns of the national health organization should

be coordinated with local efforts, since the local community is the only source of funds and volunteer workers for both local and national campaigns.

"At the national level, in addition, an acceptable procedure is needed for reviewing the campaign goals and programs of national organizations, and suggesting a rational system of local quotas for their appeals," the statement continues. A voluntary, representative, national appeals review board of citizens is recommended for this purpose.

Carl Reinke, former chairman of the Community Chests and Councils Division of the Canadian

Welfare Council says this about the problem, "There is no one easily-applied, clear-cut solution. Each community must work out its own pattern to suit its particular circumstances. What we need is more orderliness — more inclusive federation in fund raising and, the corollary, more joint planning."

If we are to bring order out of a chaotic situation, promote unity, efficiency, and economy in the financing of our community's health and welfare services it behoves us all to approach a solution of this "multiplicity" problem with sincerity and good will. For their part, the chests of Canada are ready and willing.

Social Security and the International Labour Organization

Six international agreements, three Conventions and three Recommendations, establishing new world social standards were added to the record of international accomplishment of the International Labour Organization at its 35th conference which closed at the Palace of Nations in Geneva on July 4, 1952. The new international instruments were the product of three and a half weeks of deliberations by 654 government, employer and worker representatives from 60 of the ILO's 66 member countries.

The new Conventions covered three subjects, social security, maternity protection, and holidays with pay for workers in agriculture.

One of the Recommendations is designed to promote cooperation between employers and workers in the world's plants and undertakings. The other supplemented the Conventions on maternity protection and holidays for agricultural workers.

In an article by Joseph Willard in the June 15 issue of this magazine, the proposed international convention on social security framed at the 1951 ILO Conference was described. A forthcoming article will discuss the Convention finally adopted at the 1952 Conference, where Mr. Willard was adviser to the Canadian Government delegates.

Toronto Conference on New Immigrants

By FLORENCE L. PHILPOTT
Executive Secretary, Toronto Welfare Council

DOES the new immigrant have special problems? Should he be given special services? Do we need new agencies to provide the services? How well is the new immigrant prepared for his life in Canada? Who should take responsibility for providing and planning services for the new-comers? These were some of the questions raised at a two-day conference on immigrants held April 25 and 26 under the auspices of the Toronto Welfare Council with the cooperation of the community organization students at the School of Social Work, University of Toronto.

The Main Recommendations

There was general agreement that

the method, the timing and the content of information given to the new immigrant before leaving for Canada, while he is in transit and after his arrival, need to be revised so that the information is simpler, more practical, more meaningful and more realistic. The facts about employment conditions, housing conditions, climate and community services should be given by persons familiar with the Canadian conditions but also familiar with conditions from which the new immigrant is coming so that comparisons are possible. Special emphasis should be given to reception services and information services after the new immigrant arrives in Canada. The

How the Conference Worked

This is an example of how a community welfare council can give leadership to community groups who face a common problem requiring collaboration. The planning committee included representatives of ethnic groups, church, labour, service clubs and health and welfare organizations. Because of the great number of organizations with major programs for new immigrants, it was decided to make the conference as inclusive as possible. Invitations were sent to 214 groups and officials of government and non-government agencies outside the membership of the Toronto Welfare Council. 112 agencies affiliated with the Council were also invited.

Four formal presentations were made to the general conference to set the tone for the discussion groups to follow. For the discussions the members were divided into 10 groups. Two groups discussed each of the five main topics of the conference: Pre-departure, in-transit and reception problems; employment, housing and financial assistance; health and welfare services; the role of the church and other community groups; education and integration into Canadian life.

A final general session, in which there was enthusiastic discussion, was held. A summary of the discussion groups' recommendations were submitted for reference to the Board of the Welfare Council.

discussion groups stressed the need for a coordinated plan to follow up and to follow through on the adjustment of the new immigrant from the point where he is making his decision to come to Canada until he has become satisfactorily settled in Canada.

The special problems of the new immigrant who comes within the classification of executive and professional personnel require particular attention. It was felt that special services should be established to meet the needs of this particular group. This should be part of employment counselling which should be available to all new immigrants. Employment counselling was considered to be of major and primary importance, and it was urged that employment information and counselling be given in the language which the new immigrant understands.

Housing problems of the new immigrant and need for financial assistance or health care were discussed by all ten groups. These problems were considered to be the most pressing problems confronting the new immigrant in the Toronto area. This was related to the conference's concern and recommendation that the deportation clause in the Immigration Act should be reviewed in order that the threat of deportation because of requiring health or welfare services should be eliminated.

Local health and welfare services were urged to develop knowledge and skills in meeting particular needs of new immigrants. The local

agencies were urged to examine their programs and to see how well they were able to deal with the problems confronting the new immigrant. The use of interpreters and staff with multiple-language skills were strongly recommended.

The conference also recommended a vigorous program within the churches and other community organizations to bring together the old and the new Canadians. The conference felt that these organizations also should consider establishing special programs to meet the particular need of the newcomer.

Educational problems of the new immigrant were considered to fall into two main categories: Basic educational opportunities should include language, citizenship, the Canadian way of life, and should be available to the newcomer on a twelve-month basis. In order to be effective such a program should be worked out on a cooperative basis between the formal educational authorities, radio, press and informal educational agencies. A general educational program should be provided for all new immigrants and easily available and accessible to them. The conference recommended that special educational programs should be introduced for professional, technical, executive and trade personnel. Retraining was stressed as being particularly important to new immigrants in this group.

Who is Responsible?

Up to this point in the conference there was general agreement. But

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Prospective Canadians look hopefully toward the future as they leave Europe in a German train.

on the question as to who should take the steps there was a decided division of thinking. There was division of thinking with regard to what was government responsibility and what was voluntary responsibility. There was disagreement as to the auspices under which some of the services should be rendered. There was disagreement expressed on who should follow up on the recommendations of the conference".

The conference agreed that while certain problems are unique to the new immigrant and will require special services, many of his most severe difficulties are common to both old and new Canadians. Why then is there a feeling on the part of a large number of people that the creation of new agencies to deal with some of these common problems might result in better service to the new immigrant? Is it solely

because of the attitude of the new immigrant to approaching "welfare agencies"? Is it because the existing agencies have failed to interpret their services? Is it because existing agencies have not always reported on the services they render? Does it mean that the existing agencies lack financial support to enable them to extend services to meet new demands? It is that a newly created agency can secure financial support more readily than the existing agency can increase its financial support? Is it that the existing agencies are geared primarily to meet the needs of established Canadians in a particular socio-economic grouping? These questions were not raised as such by the conference. They were not answered by the conference. But maybe we should ask the questions and certainly we have a responsibility for answering them.

ABOUT

Ian Campbell has been appointed national coordinator of the rehabilitation services in the federal Department of Labour. He was at the time of this appointment Director of Old Age Assistance for Ontario, and before this he was for some years superintendent of the Convalescent Centre at Malton operated by the Ontario Workmen's Compensation Board. His new job will be to supervise a long-range rehabilitation program to coordinate work of public and private agencies in Canada working on behalf of disabled persons not provided for by veterans' or workmen's compensation provisions.

Joseph McCulley, since 1947 deputy commissioner of penitentiaries in charge of training and education, has resigned from the government service to become Warden of Hart House, the centre for cultural and recreational activities for men students at the University of Toronto. Mr. McCulley took over his new duties in September. **Ralph E. March** succeeds him as deputy commissioner. Mr. March has been deputy warden of the penitentiary at Dorchester, N.B.

Bessie Touzel, assistant executive director of the Canadian Welfare Council, was elected national president of the Canadian Association of Social Workers at its meeting in June. She succeeds Miss Marjoria Moore of Winnipeg. Miss Touzel brings a wide variety of experience to this new office. She has been chief of staff of the Public Welfare Department, Ottawa, and secretary to



PEOPLE

the public welfare administration section of the Canadian Welfare Council (1936 to 1939). For eight years she was executive secretary of the Welfare Council of Toronto and helped build the Council from a small organization to a comprehensive community welfare planning body with prestige and influence throughout the city. In 1941 she took part in a manpower survey conducted by the federal Department of Labour, and in 1943 she was granted leave from the Toronto Council to work with Dr. Leonard Marsh on his report on social security for Canada. In 1948 she came to her present post at the CWC, and during the summer and fall of 1949 directed a survey of the provincial welfare services of New Brunswick. In 1950 she organized flood relief welfare services in the Manitoba flood area for the Canadian Red Cross.

Marion V. Royce, since 1942 a member of the staff of the World Council of the YWCA, with offices alternately in Washington and Geneva, is leaving this post to become principal of Moulton College, Toronto, this fall, succeeding Dr. Marjorie Trotter who is retiring after 22 years as principal. Miss Royce has been representative of the World YWCA in consultative relationships with the economic and social council of the United Nations, UNESCO and the International Labour Organization. Latterly she has been senior consultant on social and international questions for the Y, and has also been responsible for leadership training.

A. C. Ashby is the new executive director of the Council of Social Agencies of Calgary, going to his new post from the Edmonton Council of Community Services where he was assistant executive director.

H. Raymond Rolfe has been appointed social worker on the staff of the John Howard Society in Edmonton. He has been chaplain and welfare officer in the British Army and served for a number of years in India.

Two appointments have been made to the staff of the Travellers' Aid Society of Montreal, which has been an autonomous agency since January 1 and is now located at 714 Vitre Street. **M. Germaine Lamontagne**, formerly supervisor of the child placement department of the Ottawa Children's Aid Society, joined the staff on June 1 and **Mr. F. Lux**, who was responsible for a special program for children in the International Refugee Organization in Germany and Norway, joined on August 1.

Hugh Morrison has been appointed to the staff of the Community Chest of Greater Toronto as director of public relations. Mr. Morrison is a graduate of the University of Alberta and as a Rhodes scholar studied economics and political science at Oxford in 1933. He has worked as a reporter on the Toronto Star and as an assistant editor on the Star Weekly. He has also been engaged in private public relations work and has supervised talks on public affairs for the CBC. More recently he has been CBC director of the Latin American division, Voice of Canada.

Mrs. Harry M. Cassidy will join the staff of the Toronto Welfare Council in the latter part of Septem-

ber as secretary of the Division of Health. Mrs. Cassidy has a degree in public health nursing from the University of British Columbia, and besides having academic and practical knowledge of the field of health and welfare, has had a rich experience in the work of the Toronto Council where she has been a very active member of the Board and a valued committee member.

Mrs. Richard Splane has resigned from the Toronto Welfare Council where she has been secretary to the child and family division since January 1951. During this time her husband was finishing his course at the Toronto School of Social Work, and they are now moving from the city.

In June **Dr. Fred W. Rowe** resigned from his position as Deputy Minister of Public Welfare in Newfoundland, and has become Minister of Mines and Resources for the Province. His successor is **Mr. Ralph Andrews**, formerly superintendent of Church of England schools in the Newfoundland Department of Education.

Daniel B. Fenny has been appointed managing director of the Children's Aid Society of the Sudbury, Ontario, district. Mrs. Wigg has resigned as superintendent because of ill health, but will remain with the Society as executive assistant. Mr. Fenny has for the past 18 months been in charge of all welfare for the Canadian Army Special Force, spending 13 months in Korea. Before this he was district secretary of the Big Brother Association of Hamilton.

Dr. James M. Mather left his position as medical officer of health in the Halton County Health Unit, Ontario, to become Professor and

Head of the Department of Public Health in the Faculty of Medicine, University of British Columbia on July 1.

Clark W. Blackburn, executive director of the Family and Children's Service of Minneapolis, has been named general director of the Family Service Association of America. Mr. Blackburn is known in Canada as one of the senior consultants for the survey of family and children's services made in Toronto in 1950.

Gifford C. Price is the head of the new Disabled Persons' Allowances Branch of the Ontario Department of Public Welfare. Mr. Price received his master's degree in social work from the University of Toronto in 1950, and has for the past year been serving in the Ontario DPW.

In June **Alfred J. Kahn** received the doctoral degree in social welfare from the New York School of Social Work, Columbia University, the first degree of this kind to be given in the 54-year history of the school. He has in addition been appointed associate professor of social work and social research. Dr. Kahn is the author of *Children Absent from School* and *Police and Children* which have recently been published by the Citizens' Committee on Children of New York City for which he is research consultant. His doctoral dissertation contains a comprehensive survey of the New York Children's Court.

Changes at the School of Social Work, University of Toronto: **Stuart K. Jaffary** and **John S. Morgan** have been promoted to the rank of full professor. **Albert Rose** has been made associate professor. **Miss E. Ray Godfrey** has been promoted to the rank of assistant professor, and **Dr. Murray G. Ross**, who

was a special lecturer at the School during the session 1951-1952 has been appointed to the staff as associate professor. **Professor Lecie Machell** has resigned her position as of July 1 to accompany her husband and family to their new home. **Dr. John V. Machell**, who has been research associate, has accepted a call to be associate minister of the Union Church, Hinsdale, Illinois. **Doris Grotewohl**, who has been associated with the School in various capacities for several years while completing graduate work in anthropology, has been made an assistant professor in the School of Social Administration at Ohio State University.

Eugène Bussière, since 1948 head of the Adult Education Branch of UNESCO, has become associate director of the Citizenship Branch, Department of Citizenship and Immigration, Ottawa. **Jean Boucher** is acting director of the Branch succeeding the late director, Frank Foulds.

John R. McKnight has been appointed deputy judge of the juvenile court of Ottawa, succeeding Judge J. P. Balharrie who died a few months ago. Mr. McKnight has had fourteen years' experience as a probation officer, is a graduate of the School of Social Work, Toronto, and has just left the secretaryship of the Ottawa Big Brother Movement to take on his new job.

William John Waines of Winnipeg has been appointed a director of Central Mortgage and Housing Corporation to fill the vacancy created when W. A. Mackintosh resigned from the board of directors of the Corporation following his appointment as Principal of Queen's University. Mr. Waines has been dean of the faculty of arts and science at the University of Manitoba since 1947.

Social Workers' Education

An Agency Executive's View

Mr. R. E. G. Davis, Editor,
Canadian Welfare.

Dear Mr. Davis:

"Social Work Education in the United States", the so-called "Hollis Report", has lived up to the expectations of social workers who had been waiting for its appearance. Many of the conclusions reached have reinforced the beliefs of those in the profession who have had doubts for some time about the direction in which our social work education is proceeding. *Canadian Welfare* has done the profession a service by publishing two articles which stem from a study of the Report.

To some of us in recent years the continued emphasis by the Schools on case work has seemed not only to narrow the usefulness of the social worker but to hinder a wider understanding on the part of the community of what social work is and what it is attempting to do. It is true that case work was the early basis of social work and that its development is far in advance of the other main types such as group work and community organization.

In many instances, such continuous concentration on the needs of the client has obscured the social problems of the community, and has hindered the development of preventive methods which might have saved many others the necessity of having to consult welfare agencies. If case workers had considered the matter more clearly, they would have realized that the numbers they are reaching by their "therapeutically oriented services" are comparatively small, and

that something more is needed from the profession of social work, if we are to make our modern communities fit places in which to live.

Our schools of social work first followed this early emphasis on case work, and then led the profession into ever greater refinements of the case work technique. All social workers agree we must never lose the insights gained in the development of case work techniques; we hope they will go even further. At the same time the complexity of our modern life and our social organization now calls for a different approach.

As a very practical instance of what they can do, the attention of the schools might be called to giving greater emphasis to community relationships in social work. Rightly or wrongly, social workers frequently have the reputation of lagging in their efforts to cooperate with other groups. Is there some danger that in attempting to develop a professional attitude on the part of our students, we have sometimes led them to have less patience than they should with the lack of social insight in others?

This is just one of the many points in which the agencies seek help from the schools. In more general terms we are asking that somewhere in the curricula there shall be included more training in administration and in community organization.

These techniques will be more clearly apprehended by the student and made more nearly a real part of his equipment if he can have some practical experience, as well as academic instruction. Such experience

presupposes cooperation on the part of our agencies in providing opportunities for this type of field work. It will not be an easy task to arrange for this experience, but should not be beyond our capacity as social workers. We have to depend on our trained workers for leadership, and leadership qualities can only be acquired through a broader approach than that of the "master technician", as Miss Kendall says.

With our present shortage of workers, relatively inexperienced people must often take on administrative positions for which they are not quite ready. When the schools concentrate on training for case work and leave too little time for the development of skills in administration and in the community aspects of welfare work, then we are bound to run into trouble. A public critical of our graduates, and none too willing to accept excuses, will hinder our best efforts by withholding cooperation, and by lacking enthusiasm for providing our agencies with sufficient funds to do adequate work, whether those funds come through taxes or through voluntary contributions.

Another complaint from the public is that social workers have little knowledge of economics and are living in an unreal world. This criticism comes from industry, from labour, from other professions, and from the more general public. Our schools need to provide some training that will give graduates an idea of the place of our profession in the society in which it operates.

There may be an added factor which we are overlooking. With a broader curriculum, one which gives increased training for social states-

manship, shall we not attract more young people to this new profession? Where there is more scope for varied abilities, some who are now entering other professions or business may instead turn to social work planned to meet the changed conditions of the mid-twentieth century

A Welfare Council is in a strategic position for securing a general picture of welfare in a community. Criticisms are often made direct to the Council, and it must at all times be sensitive to what is occurring between the agencies and the general lay public. The Council is likewise closely allied to the School of Social Work and their concerns are in many areas identical.

It is only through working together, the Schools and the agencies, the workers, the administrators, and the public, that we can develop that wider horizon and that closer coordination which is so necessary in our fight for a better life.

(Signed) Gwendolyn V. Shand.
Executive Secretary,
Welfare Council of Halifax.

Now that Miss Shand has started the ball rolling, we hope others will write letters expressing their opinions. Articles on social work education by John Morgan and Stuart Jaffary appeared in the June 15 issue, and John Moore reviewed the "Hollis Report" in the May 1 issue. We should like to hear from recent graduates who are coping with their first jobs, as well as from members of school faculties and agency administrators. —Editor

BOOK



REVIEWS

Local Government in Canada, by Horace L. Brittain. Ryerson Press, Toronto, 1951. 251 pp. Price \$6.00.

Anyone concerned with problems of local administration will find it worthwhile to read this book, if for no other reason than that it is the first survey of local government in Canada to be published in forty-five years.

The author, director of the Toronto Bureau of Municipal Research and of the Citizens' Research Institute of Canada until his retirement in 1947, has been closely associated with the improvement of municipal administration for over thirty years. He is therefore well qualified to write such a book.

To the person interested in health and welfare administration, however, the book is rather disappointing. It is a brief, simplified, and popularized survey intended for the average citizen (though its price is likely to prevent a very wide sale). As a result, it inevitably tends to be somewhat superficial. More important, there is little discussion of health and welfare administration, even though in recent years this has become one of the crucial problems of local government. Perhaps this is because the material in the book is badly out of date. The author himself admits in the Foreword that most of his material was gathered before the war. Nothing is said, for example, about the post-war development of County health units, or of the experiment with municipal health regions in Saskatchewan.

In his chapter on finance the

author does, however, present interesting evidence of the spectacular leap in municipal health and welfare costs since the beginning of the century and of their increasing assumption by the higher levels of government. While local expenditures for protection increased by about five times and for overhead and education by eight times, the cost for health and welfare and recreation together constituted the fourth largest item of municipal expenditure, following education, debt service and public works, and represented 13.3 per cent of the municipal budget. "Part of this cost will probably be transferred gradually to provinces and the national government, as the narrow basis of local revenues becomes increasingly overloaded by necessary but new forms of service. There is already evidence of this. In 1944 the provinces transmitted to municipal and school authorities . . . over \$48,500,000. The corresponding figure in 1930 was \$18,150,000." (p. 104).

In his final chapter on weaknesses and problems, Dr. Brittain asks a question of fundamental importance: In view of large and increasing subventions from provincial governments how are local elected bodies to maintain their vigour? For some mysterious reason he refers to this as a "technical" problem and discusses it only briefly. He does, however, reject the notion that the provinces should take over more municipal services, since this would weaken local democracy more than would increased subventions.

The book as a whole is, as the movie review would say, "good of type". Considering the nature of the subject, it is surprisingly readable, and the author shows a genuine interest in preserving and improving local democracy.

DON C. ROWAT

Carleton College

The Envelope, by James S. Plant.

The Commonwealth Fund, New York, 1950 (Toronto: S. J. Reginald Saunders & Co. Ltd.), 299 pp. Price \$3.00.

Dr. Plant's last book, published since his death, is a stimulating and serious work as is to be expected from the author of "Personality and the Cultural Pattern". It is also lightened with flashes of warm and at times puckish humour which leave one with a feeling that here was a man to know as well as one from whom to learn.

The title is drawn from this phrase of the author's. "Between the need of the child and the sweep of social pressures lies a membrane—a sort of psycho-osmotic envelope of transcending importance . . . ". Taking this statement as his premise, he proceeds to discuss and question the various ways in which the child makes or does not make the numerous adjustments required of him, emotionally, physically and socially.

He commences from the thesis that "the only thing which cannot be taken from a person is his parentage", and that this indisputable fact is concerned with each person's so-called security or insecurity, and the continuing search for some form of security throughout his life.

Drawing on his rich and varied experience with children over many years, Dr. Plant discusses twenty-one problems which he felt could be

relatively isolated. He provides no final answer but rather leaving them in the reader's lap with some new ways of looking at them and some new questions about what we do to and expect from the child in our society. These problems range from those of authority and status preservation to the variations in emotional development and such special difficulties as minority race problems.

Dr. Plant concludes with something of an apology because he does not provide the answers to his questions but rather has given "merely an illustration of a way of attacking the problem of behaviour". The least that can be said is that he has done this with care, precision, understanding and a quality of humanity which warms the heart of the reader on every page.

E. RAY GODFREY

School of Social Work
University of Toronto

Statistical Methods for Social Workers, by Wayne McMillen. University of Chicago Press, Chicago, 1952 (Toronto: W. J. Gage), 564 pp. Price \$7.40.

The author of this book is a well known authority on social welfare administration and a teacher of statistics at the University of Chicago's School of Social Service Administration. His text, which deals mainly with descriptive statistics, is designed for students, teachers and general practitioners in social work. Like other elementary texts in its field, it deals with frequency distributions, measures of central tendency and of dispersion, and with ratios, time series and common logarithms. The clear but brief treatment of simple correlation and contingency, and of certain basic considerations of sampling may not satisfy social workers

who are interested in applying these methods to social data. Yet here, as in dealing with some other difficult topics, the author explains fundamental principles, points out their relevance for social work and directs the avid student of statistics to other and more advanced texts on given topics.

The contents comprise a short foreword, eighteen chapters totalling 428 pages and 136 pages of reference materials. The last mentioned include a short, selected bibliography, almost one hundred pages of exercise materials based on factual social data, a table on common logarithms and proportional parts, two alternative methods for the extracting of square roots, and finally, a good index.

The text proper leads the reader by gradual stages in lucid, almost conversational, language, from matters of terminology, symbols and concepts to methods of collecting, editing, tabulating and graphing social data. Then the more involved processes of compilation are explained. Examples and illustrations are all drawn from social welfare or closely related fields. This consistent practice, together with the inclusion of a wealth of social data for suggested exercises at the close of chapters or in the appendices, are among the distinguishing features of the book. Social workers, whether students or practitioners, will find no clearer or more lucid exposition in published form, than Dr. McMillen has given of elementary statistical methods and their application and use in social work.

The size of this book and its price may delay its wide and rapid distribution. Yet one hopes that it will shortly become a general reference in the libraries of schools of social

work and of leading public and private social welfare agencies on this continent.

EVA R. YOUNGE

*School of Social Work,
McGill University.*

The Practice of Marriage Counseling, by Emily Hartshorne Mudd. The Association Press, New York, 1951 (Toronto: G. R. Welch & Co.). 335 pp. Price \$5.50.

"Counseling before and after marriage consists of confidential interviews which provide an opportunity to talk over questions or problems with a well-trained and understanding person. Primarily, people gain perspective on whatever situations they are facing, and counseling aims to help people deal with these situations in the manner best fitting their particular needs." Thus does the Marriage Council of Philadelphia describe its work. One regrets that this statement is not set forth in Chapter 1 of this comprehensive book to serve as a reference while the reader follows the examination of the development of marriage counseling which forms the first section. The variety of data upon which this is based may leave the uninformed reader in some bewilderment. This perplexity is lessened somewhat by the second part, a sociological analysis of the clientele of the Marriage Council of Philadelphia, but is dispelled only by the final lucid description of the agency's philosophy and methods.

Dr. Mudd's warning that "the case-worker may well be restive in the first chapters, the social scientist in later sections" duly noted, it is found that the value to each is enhanced by the complementary material. The tabulations, contained in the second section, of various kinds of informa-

tion about clients are not bases for general sociological conclusions. They rather serve to point up significant characteristics of the clients of one agency, and to indicate social strains which may increasingly menace family security.

There is ample illustration in the summarized case histories in the third section, that "there seems nothing which . . . is inimical to the classification of methods of treatment proposed independently by Florence Hollis (1948)." Dr. Mudd evaluates the process of counseling in the light of very recent publications as well, and differentiates between marriage counseling and other treatment processes. These discussions along with

the outlining of philosophy underlying the policy of the Marriage Council of Philadelphia will help to clarify the thinking of less specialized agencies who are considering the inclusion of clearly defined marriage counseling services in their programs.

Implicit in this book is the confidence that marriage counseling will make its contribution "toward the possibility of permanent human relations" because of the simply stated "belief . . . in the inner strength and resilience of men and women." It raises this work above a factual outline to a challenging presentation for both lay and professional reader.

KATHLEEN BATHO

*Family Welfare Bureau
Vancouver, B.C.*

New Publications

THE JUVENILE COURT IN LAW

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Canadian Welfare Council

245 COOPER STREET OTTAWA

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THE CIVIL SERVICE FEDERATION OF CANADA "MEMBERS IN THE FEDERAL CIVIL SERVICE IN ALL DEPARTMENTS AND ALL PROVINCES"

DOMINION HEADQUARTERS: 295 METCALFE ST.

Ottawa, June 3, 1952.

The Civil Service Federation of Canada and its many affiliates in every community from coast to coast have always been staunch supporters of the Red Feather campaigns of community chests since the inception of this commendable work shortly after the close of World War I.

It is noted that October is the Red Feather month and that, except for a comparatively few places where the Campaign is held in the Spring of the year, campaigns will be inaugurated by more than fifty chests and welfare federations from Halifax to Victoria for the purpose of raising about \$13,000,000 for 819 membership agencies.

The people of Canada have come to realize through the years that a co-ordinated system of raising funds for the voluntary health, recreation and social welfare services of a community in one united annual campaign is greatly preferable to the wasteful competition and chaos of multiple appeals. The entire community is thus given an opportunity to participate in and share the load. The Civil Service Federation of Canada subscribes wholeheartedly to this formula for it is essentially a common-sense form of procedure which is fair to every member of the community and eliminates the nuisance collections that were so prevalent before the development of community chests.

The Federal Civil Service has always endeavoured to be as generous as possible in its support of the Red Feather Campaigns and, in fact, has usually been among the first of groups that have reached and often passed a given objective with respect to the maximum of anticipated donations. I have no doubt that the members of our various organizations will continue to show their interest and their generosity to a worthy cause by subscribing generously to the 1952 campaign of the community chests. The Federation gives the Campaign its unqualified support and expresses the hope that its objectives will be achieved.

FRED W. WHITEHOUSE,
President.

UNICEF CHRISTMAS CARDS

THE United Nations Association has undertaken to raise a large sum of money for the United Nations International Children's Emergency Fund by producing and selling Christmas cards.

The cards, lithographed in full colour, portray groups of children of different countries with animals that have been used for the transport of UNICEF supplies. They will be sold in boxes of ten cards, two cards of each of the five designs, at \$1.00 a box, postpaid. Orders may be addressed to The United Nations Association, 340 McLeod Street, Ottawa.

CANADIAN

Welfare

a magazine on social welfare published
seven times a year by

THE CANADIAN WELFARE COUNCIL
245 COOPER ST., OTTAWA, CANADA

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December 15

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opinion of the writer, and not necessarily
of the point of view of the Board of Governors
of the Canadian Welfare Council.

R. E. G. DAVIS, *Executive Director*

*Canadian Welfare Council Individual
Membership Fees*

Associate \$3.00; Participating \$5.00;
Sustaining \$10.00 and up

All the above membership fees include a
year's subscription to *WELFARE*.

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Support Your Community Chest

by A. R. MOSHER

President, Canadian Congress of Labour

All over Canada the question of multiple campaigns for funds is arousing attention and discussion. Everyone recognizes that too many campaigns defeat their purpose because, no matter how deserving of support any institution or organization may be, there is a limit to both the patience and the purse of the public.

In the circumstances, the establishment of Community Chests has been recognized as a very desirable step toward unifying appeals to the public for financial support. What is not sufficiently appreciated, however, is the necessity of contributing toward a Community Chest on a basis which will adequately represent the needs of the institutions it represents.

These institutions are all required to justify their existence to a representative committee of citizens by providing evidence of the public service they render, and the way in which they spend their revenue. Contributors may therefore rest assured that the best possible use is made of every dollar donated. It is well to remember also that contributions are made to your Community Chest for the sole purpose of maintaining the institutions which are established in your community and which provide many essential humanitarian services. I am sure that the organized workers of Canada will continue to contribute generously toward their Community Chests.

Ottawa, Canada.

May 14, 1952.

STATEMENT BY PRESIDENT MERCY R. BENGOUGH OF THE
TRADES AND LABOUR CONGRESS OF CANADA FOR THE
CANADIAN WELFARE COUNCIL

The time has rolled around again when we must all give careful and sympathetic consideration to the welfare of others who live in our own country and our own local communities. A great deal of our time these days is spent with our eyes on the international situation and with our thoughts turned toward the troubles and hardships of people in many lands less fortunate than ours. We cannot escape these wider anxieties and responsibilities in a troubled world if we are to protect ourselves and our families from the possible spread and development of a way of life far less acceptable than our own.

But there are many men, women and children here at home in our own country who have very little of health, happiness and comfort. What we call our Canadian way of life is far removed from their way of life. They need our help.

By giving them help, I do not mean that we should just give them a hand-out. What they need is wise counsel, expert advice and, in some cases, treatment. If children are to have adequate care and protection, if the aged and infirm are to have satisfactory services, if family breakdowns are to be reduced in number and severity, and the physically handicapped are to be rehabilitated, so that all Canadians can turn their energies into useful and productive enterprise, and live happy lives, we must provide trained personnel and adequate facilities.

Fortunately through the Community Chests and the Welfare Federations this very important work is being carried on very effectively. Our job is to see that they have the necessary money to do their very important work.

The Red Feather campaign is thus not just another charity drive. When we make our contributions we can be certain that we are helping to finance constructive welfare activities across-the-board, and that we are giving for our town, for our neighbours, in a united way.

I am happy to give this unqualified endorsement to the Community Chests and Welfare Federations, and I strongly urge our affiliated membership to support the local Red Feather Campaign.

Ottawa, July 9, 1952.

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